TRADE HUB AND AFRICAN PARTNERS NETWORK

ROAD GOVERNANCE STUDY: CURRENT STATUS, ANALYSIS, AND RECOMMENDATIONS

Contact No.: AID-624-C-13-00002-00

September 2014

TRADE HUB AND AFRICAN PARTNERS NETWORK

ROAD GOVERNANCE STUDY: CURRENT STATUS, ANALYSIS, AND RECOMMENDATIONS

Contract No.: AID-624-C-13-00002-00

CONTENTS

LIST OF TABLES

LIST OF FIGURES

ACRONYMS

ACTE	Africa Competitiveness and Trade Expansion Initiative
ALCO	Abidjan–Lagos Corridor Organization
ALTTFP	Abidjan-Lagos Trade & Transport Facilitation Project
ATP	Agribusiness and Trade Promotion Project
BIC	Border Information Center
CBC	*Conseil Burkinabé des Chargeurs* (Burkinabé Shippers' Council)
CCIAD	*Chambre de Commerce, d'Industrie et d'Agriculture de Dakar*
CCI-CI	*Chambre de Commerce et d'Industrie de Côte d'Ivoire*
CCIM	*Chambre de Commerce et d'Industrie du Mali*
CCIT	*Chambre de Commerce et d'Industrie du Togo*
CCR-B	*Conseil de Concertation des Riziculteurs du Bénin*
CIC-B	*Comité Interprofessionel des Filières Céréales et Niébé du Burkina Faso*
CILSS	*Comité Inter-Etats de Lutte contre la Sécheresse au Sahel* (Permanent Inter-State Committee for Drought Control)
CNCB	*Conseil National des Chargeurs du Bénin* (Beninese Shippers' Council)
CNUT	*Conseil Nigérien des Utilisateurs des Transports Publics* (Nigerien Shippers' Council)
COFENABVI	*Confédération des Fédérations Nationales de la Filière Bétail/Viande*
DMDA	Dawanau Market Development Association
E-ATP	Expanded Agribusiness and Trade Promotion Project
ECOWAS	Economic Community of West African States
ENSEA	Statistics and Applied Economy School
EU	European Union
FCFA	CFA Franc
FTF	Feed the Future
GSA	Ghana Shippers' Authority
JBP	Joint Border Post
JICA	Japan International Cooperation Agency
LIBTA	Livestock Breeders and Traders Association
MOU	Memorandum of understanding
NFC	National Facilitation Committee
OFT	*Observatoire de la Fluidité des Transports*

OPA	*Observatoire des Pratiques Anormales*
REC	Regional Economic Community
SSATP	Sub-Saharan Africa Transport Policy Program
TA	Technical Assistance
TTEE	Trade and Transport Enabling Environment
UCRB	*Union des Chauffeurs Routiers du Burkina*
UEMOA	*Union Economique et Monétaire Ouest Africaine* (West African Economic and Monetary Union)
UGER-B	*Union des Groupements des Etuveurs de Riz de Bama*
USAID	United States Agency for International Development
WATH	West Africa Trade Hub

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

OBJECTIVES AND METHODOLOGY

The overall objectives of this study are to assess the status and challenges of current road governance data collection efforts, develop a uniform data collection methodology, and redefine optimal roles for the various actors in order to re-launch the collection and analysis of road governance data.

From August 11 to September 20, 2014, the consultant interviewed about 50 stakeholders in about 30 organizations. These stakeholders included national coordinators, focal points, data collectors, the West African Economic and Monetary Union (UEMOA), the Economic Community of West African States (ECOWAS), the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), the Abidjan–Lagos Corridor Organization (ALCO), Borderless Alliance, and donors.

CONTEXT

In June 2013, as it was closing down, USAID's West Africa Trade Hub (WATH) project officially handed over to UEMOA its activities related to the joint UEMOA and ECOWAS road governance initiative, known as the *Observatoire des Pratiques Anormales* (OPA). OPA's role is to provide independent, reliable, and relevant information on road harassment, including releasing and disseminating regular reports on the topic.

In 2012, the USAID-funded Agribusiness and Trade Promotion (ATP) and Expanded Agribusiness and Trade Promotion (E-ATP) projects (collectively known as the ATP Projects) handed over their road governance and trade flow data collection and analysis activities to CILSS.

FINDINGS

In the year leading up to September 2014, only one OPA report was produced (the 24th report), whereas previous reports had been released on a quarterly basis. The 24th OPA report was produced by Borderless Alliance, after a specific request from UEMOA. When disseminated in June 2014, the report was already obsolete, since it was based on one-year-old data. Two dissemination events took place in Bamako and Ouagadougou, financed mostly by the Japan International Cooperation Agency (JICA). In addition to problems releasing regular reports, OPA focal points have complained about payment delays, poor communication, and logistics issue. Some focal points (in Niger, Benin, and Ghana) have stopped working.

The handover of the ATP Projects' activities to CILSS, on the other hand was successful. The two sets of reports (one on trade flows and one on road harassment) became monthly, and the data collection methodology did not fundamentally change. The value chains covered by the reports were reduced to two (livestock and cereals), and four corridors were progressively added.

ALCO has continued collecting data along the coastal corridor and producing yearly reports. ALCO is also moving from operating as a project (with fixed start and end dates) to becoming an ongoing, sustainable organization.

Although Borderless Alliance is expanding successfully, its positioning appears confusing at times to several stakeholders since it has been involved in activities as diverse as OPA report production, border crossing time surveys, and advocacy campaigns.

The Regional Transport and Facilitation Observatory has progressed very slowly. The World Bank's Sub-Saharan Africa Transport Policy (SSATP) Program is setting up a pilot web-based platform that should be operational by September 2014. It will include a first set of data on two pilot corridors (Abidjan–Lagos and Ouagadougou–Abidjan) coming from various partners. The European Union (EU) will finance technical assistance for both UEMOA and ECOWAS, which should promote information sharing and facilitate better coordination between ECOWAS and UEMOA. This could start in late 2015. Apart from these, all the actions due by September 2014 or before, according to the latest action plan agreed upon in April 2014, are not completed.

Awareness about road governance issues is growing: multiple initiatives took place to reduce road harassment and enforce regional regulations, including a new decree in Benin; on-site missions in Benin, Burkina Faso, Côte d'Ivoire, Mali, and along the Abidjan–Lagos corridor; and production of a drivers' guide in Ghana and Benin.

RECOMMENDATIONS ON DATA HARMONIZATION

Data harmonization has to be conducted carefully and should consider the specific constraints and objectives of each initiative. This report recommends the following actions to harmonize collection and reporting on road governance data.

Quick wins:

- CILSS should collect more forms, publish one map per value chain (as opposed to one joint map), and report quarterly on road harassment.
- ALCO should monitor the types of products and the number of controls, and report quarterly on bribes and delays.
- UEMOA should monitor the types of products and border crossing times.

Very desirable actions:

- UEMOA should find a way to pay focal points in non-UEMOA countries, and upgrade the OPA-dedicated software.
- ALCO and CILSS should monitor trucks' compliance with applicable regulations.

Desirable actions:

- ALCO and CILSS should locate data collectors at the beginning and the end of each corridor.
- ALCO should partner with professional associations to collect data.

Long-term actions:

- UEMOA should include non-compliant trucks in its surveys.
- CILSS should monitor more types of products.
- UEMOA, CILSS, and ALCO should merge their databases.

RECOMMENDATIONS ON RESUMING DATA COLLECTION ON TRANSIT CORRIDORS (OPA)

Additional funding is necessary to help UEMOA properly collect road governance data on transit corridors. Considering the strengths and weaknesses of each stakeholder, the following options are proposed, from the most desirable to the least desirable:

Option 1: Expand CILSS mandate to OPA. CILSS would handle the coordination of data collection and dissemination. CILSS would contract the existing focal points and work with UEMOA. Minimal training would be needed to produce the reports and pay the focal points.

Option 2: Expand ALCO mandate to OPA. ALCO would handle the coordination of data collection and dissemination. ALCO would contract the existing focal points and work with UEMOA. Minimal training would be needed to produce the reports, pay the focal points, and handle dissemination events.

Option 3: Ramp up a new organization. An independent organization, most likely a private firm, would handle the coordination of data collection and dissemination, on behalf of UEMOA. Due diligence would be needed to pre-identify the most relevant organization. To ensure that the analysis is as neutral as possible, it should not be a national body. The organization would work on behalf of UEMOA and contract with the focal points. Significant training and a ramp-up phase would be needed.

Option 4: Expand Borderless Alliance mandate to OPA. Borderless Alliance would handle the coordination of data collection and dissemination. Borderless Alliance would work in partnership with UEMOA. Minimal refresher training would be needed to produce the reports and pay the focal points

Option 5: Rely on Trade Hub as a transition to the Observatory. The Regional Transport and Facilitation Observatory, once operational, would handle the coordination of data collection and dissemination. Until the Observatory is in place, the Trade Hub would handle these tasks. No training would be needed in the short term.

Option 6: Provide Trade Hub technical assistance to UEMOA. Assuming that UEMOA manages to hire a dedicated coordination team, UEMOA would keep its current mandate. Extensive training would be needed. An arrangement would need to be found to remunerate focal points in non-UEMOA countries.

"Hybrid" options can also be considered, based on the above, although the risk of communication issues, delays, and confusion among partners is high. Other options were explored and rejected, including transferring OPA to ECOWAS, mandating SSATP to coordinate the data collection, and creating a new Observatory from scratch.

RECOMMENDED ACTIONS

Short-term

- UEMOA should ask OPA focal points to contribute more actively to OPA by financing a number of activities.

- UEMOA should fix the OPA software issues in Benin, Niger, and Togo as soon as possible.

- UEMOA should consider renewing the fleet of computers for the OPA focal points.

- The Trade Hub and Borderless Alliance should consider producing a 25th report based on the most recent data available.

- The Trade Hub and Borderless Alliance should participate in the OPA steering committee and clarify the roles and responsibilities of various actors.

- ALCO, CILSS, and UEMOA should move toward more harmonized data (see quick wins above).

- USAID should assess the possibility of extending the corridors where CILSS monitors road harassment and trade flows to fully cover the Trade Hub's scope.

- USAID and other donors to assess the possibility of financing resuming of harassment data collection on transit corridors, and select an option for roles and responsibilities sharing

- The Trade Hub should support ECOWAS in organizing the next Observatory working group meeting.

Mid-term

- UEMOA to sort out the contracting of organizations outside the UEMOA area (non-member states)

- ALCO, CILSS to locate data collectors at beginning and end of corridors

- ALCO to partner with professional associations to collect data

- UEMOA to upgrade OPA's dedicated software

- ALCO, CILSS to monitor whether the transport is fully compliant or not, and what aspects may not comply with applicable regulations

- Head of the coordination team to recruit its team and Trade Hub to train the responsible for harassment data collection on transit corridors as needed

- Coordination team to revise the focal points contract to improve working condition and adapt contracting terms depending on the coordination team

- Trade Hub to follow-up the development of the Observatory in 2015 (meetings organization, action plan and deliverables follow-up, USAID financing process follow-up, SSATP-GAINDE platform development and data upload)

Long-term

- Trade Hub to follow-up the development of the Observatory in 2016-2017 (meetings organization, action plan and deliverables follow-up)

- UEMOA to include non-compliant trucks in the surveys

- CILSS to include more types of products in the surveys

- UEMOA, ALCO, CILSS to merge their transport databases

1. CONTEXT

1.1   USAID TRADE HUB AND AFRICAN PARTNERS NETWORK

USAID/West Africa's Mission-wide goal is the West African led advancement of social and economic well-being. This goal is supported by several development objectives, including "broad-based economic growth and resilience advanced through West African partners." The Trade Hub and African Partners' Network (the "Trade Hub") will contribute to this development objective by achieving two critical intermediate results:

   1) Improving the capacity of West Africa's farmers and firms in targeted regional and global value chains.

   2) Improving the business enabling environment by addressing transport constraints and trade barriers affecting the efficiency of the region's corridors and borders.

The Trade Hub will work through regional private sector associations and regional governmental entities to help channel all partners' efforts in a way that will address critical constraints to trade competitiveness, capture opportunities to expand trade, demonstrate West Africa's productive potential to investors, and facilitate greater investment in the region. Its results will include both an increase in 1) regional trade in key agricultural commodities, a critical Feed the Future (FTF) indicator, and 2) value-added global exports, a targeted indicator for the Africa Competitiveness and Trade Expansion (ACTE) Initiative, which ultimately aims to increase Africa's share of world trade.

The project will build the capacity of several key groups of African partners—regional private sector associations and alliances, the Economic Community of West African States (ECOWAS), the Economic and Monetary Union of West Africa (UEMOA), a multi-donor-funded Transport and Facilitation Observatory, and Global Development Alliances with private sector companies. As the Trade Hub works with associations and regional alliances, it will help them serve as leaders in promoting reforms, attracting buyers and investors, and adopting improved practices. Eventually, the Trade Hub's partners will act independently and take on even greater leadership roles.

The Trade Hub's major components are:
- Regional staple foods development (livestock and grains)
- Global value chain development (targeted agro-processing and manufactured consumer goods)
- Finance and investment
- Transport and the trade enabling environment
- Capacity building
- Communications
- Administration and management, including grants administration

1.2 TRADE AND TRANSPORT ENABLING ENVIRONMENT COMPONENT

The objective of the Trade Hub's Trade and Transport Enabling Environment (TTEE) component is to provide trade and transport facilitation support for value chain development. To do this, the project focuses on the implementation of texts on procedures and standards at the regional and national levels, which will lead to reductions in cost and to less harassment of those transporting and trading commodities along the project's corridors (Ouagadougou–Tema, Ouagadougou–Cotonou, Bamako–Abidjan, Bamako–Dakar, and Bama–Koury).

The detailed objectives of the TTEE component are:

- Ensure effective monitoring and reporting of road governance activities related to delays, costs, and bribes for transporting selected value chain products along project corridors.

- Promote the harmonization of trade and transport policies, regulations, and procedures to facilitate a simplified single Free Trade Area text for ECOWAS and UEMOA.

- Encourage trade facilitation commitments and engagements that will promote substantially reduced costs, harassment, and documentation for trading and transporting selected value chain products along project corridors.

- Strengthen Borderless Alliance so that it can carry out effective, evidence-based advocacy to improve the trade and transport enabling environment in West Africa.

1.3 ROAD GOVERNANCE INITIATIVE

Figure 1: Historical Background of the Road Governance Initiative
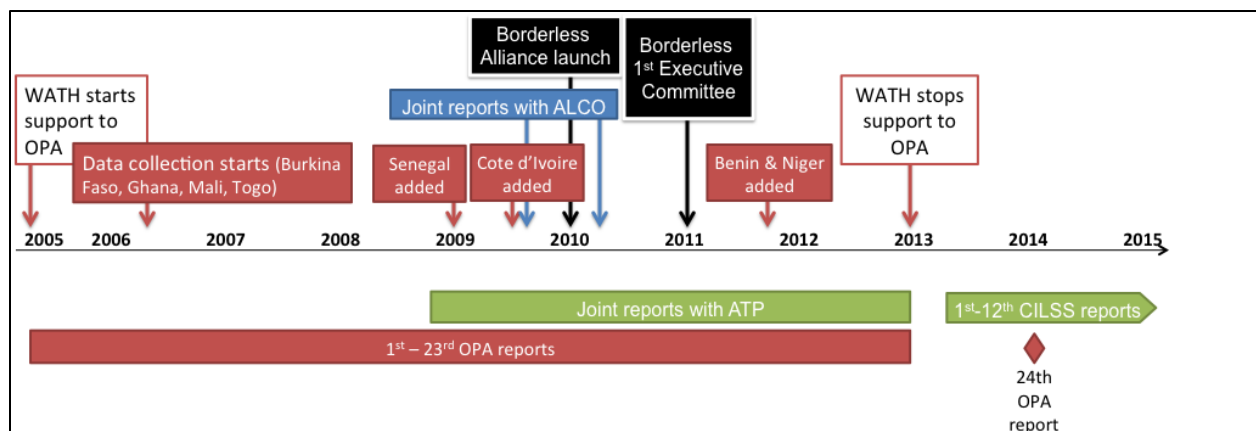
The joint UEMOA and ECOWAS road governance initiative (the *Observatoire des Pratiques Anormales,* or OPA) was officially created in 2005 with financial and technical support from the USAID-funded West Africa Trade Hub (WATH) project. OPA's role is to provide independent, reliable, and relevant information on road harassment. The initiative is supported by a network of focal points—chambers of commerce or shipper's councils— for data collection. Ministries of transport also support OPA by serving as national coordinators, collaborating with government agencies and distributing road harassment evidence in countries where data is collected.

In June 2013, as the project was closing down, WATH officially handed over its OPA-related activities to UEMOA. These activities included coordinating the collection (from focal points) of data on formal, containerized traffic along eight West African corridors; paying the focal points; analyzing collected data on bribes, controls, and delays; writing reports; and disseminating results and analysis through print media, websites, email, and dedicated events.

The road governance initiative has progressively expanded its scope by including more countries, covering more corridors, and collecting and analyzing more types of data. UEMOA and WATH had defined a plan to gradually include all ECOWAS countries and all major road transport corridors within OPA.

In 2012, the USAID-funded Agribusiness and Trade Promotion (ATP) and Expanded Agribusiness and Trade Promotion (E-ATP) projects (collectively known as the "ATP Projects") handed over their road governance and trade flows data collection and analysis activities to the Permanent Interstate Committee for Drought Control in the Sahel (CILSS). The ATP Projects had been collecting data on non-containerized trade in six target value chains: livestock, maize, millet/sorghum, rice, onion/shallots, and poultry.

1.4   TRANSPORT AND FACILITATION OBSERVATORY

In September 2011, ECOWAS and UEMOA, together with various donors and other stakeholders, agreed in principle to establish a West African Transport and Facilitation Observatory (called "the Observatory") to monitor, benchmark, and disseminate transport and logistics information to private sector and civil society stakeholders. The Observatory would support informed policies aimed at removing barriers to trade and transport. Unlike existing data collection initiatives (such as OPA and the Abidjan–Lagos Corridor Organization, known as ALCO), the Observatory's scope would extend to all ECOWAS countries and all major corridors. It would include additional types of data (e.g., products, truck fleets, transport costs) and additional sources of data (from customs, ports, etc.). Several stakeholder meetings have been held since 2011 to define the terms of reference of the Observatory (see extracts of concept note in Annex C) and make progress towards its implementation.

1.5   BORDERLESS ALLIANCE

Borderless Alliance was launched in May 2011 as a private sector association. Its aim is to facilitate transport and trade in West Africa by removing barriers to trade. Some of the roles of Borderless Alliance are to analyze available data; identify challenging trade issues; and advocate, recommend, and develop informed policies in collaboration with national and regional authorities. The Alliance also organizes training and communication events contributing to its objectives.

2. OBJECTIVES OF THE STUDY

The overall objectives of this study are to assess the status and challenges of current road governance data collection efforts, develop a uniform data collection methodology, and redefine optimal roles for the various actors in order to re-launch the collection and analysis of road governance data.

The study's detailed objectives are:

1. Evaluate which of the former ATP Projects and WATH tasks are currently being handled by CILSS, UEMOA, or other actors, and which of them are not.

2. Describe the methodology (and corresponding indicators) used by CILSS and UEMOA; propose harmonized methodologies and indicators.

3. Determine the issues, blocking points, and constraints hindering the optimal completion of these tasks and, more broadly, the dissemination of road governance data.

4. Define which countries and corridors are currently covered by the initiative, learn about the plan for including countries and corridors that are not yet covered, and identify potential country- and corridor-specific issues that are preventing proper data collection and analysis.

5. Assess progress towards implementing the Transport and Facilitation Observatory.

6. Map the activities of various stakeholders—Borderless Alliance, focal points, national coordinators, relevant unions and associations, donor projects, Regional Economic Communities (RECs), etc.—that help facilitate trade and transport.

7. Develop recommendations on ways that the Trade Hub and other stakeholders can help restart collection and dissemination of more methodologically uniform road governance data and analysis, and facilitate progress towards implementation of the Observatory.

3. SCOPE AND METHODOLOGY

3.1   SCOPE

This study's scope is limited to ECOWAS countries and to transport of goods by road. The study addresses data related to road harassment—namely bribes, the number of checkpoints, the number of controls, and delays caused by this harassment. Harassment includes all illegal events that prevent smooth movement of vehicles. It does not include trucks breaking down, voluntary stops made by drivers, or the normal waiting process at borders and departure or arrival points. Harassment can be caused by anybody, including members of uniformed services (police, customs, army, etc.).

3.2   METHODOLOGY

From August 11 to September 20, 2014, the consultant interviewed the stakeholders listed in Table 1, all of whom are involved in the collection and use of transport data in West Africa, with a specific focus on road governance. The focal points reported on how the data collection exercise on the transit corridors has been conducted since 2013. The national coordinators informed the consultant about OPA reports dissemination events, and other events organized by the NFCs regarding transport facilitation. UEMOA, CILSS, and ALCO explained their respective methodologies and potential issues in collecting data and disseminating results. Data collectors working with CILSS provided details on the methodology used to collect and report trade flows data. The Borderless Alliance team described its activities during the past year, including its involvement in the production of the 24th OPA report. ECOWAS and donors presented their current and forecasted involvement in trade and transport facilitation in the region as well as the progress made on the development of the Regional Observatory.

The consultant also used relevant documents available: OPA reports, CILSS reports, ALCO reports, Regional Observatory Feasibility Study and Concept Note, documents describing the data collection methodology (survey forms, manuals, terms of reference), relevant minutes of meeting and trip reports, contracts and MoU between transport stakeholders, and relevant regulations.

Table 1: People Interviewed

Country	Organization	Name	Phone	e-mail	Interview type	Date
Ghana	GSA	Abraham Ocloo	+233 244 373 364	akocloo@shippers-gh.com oakloo@yahoo.co.uk	face to face	Aug 18
		William Amissah	+233 245678204	wamissah@gmail.com	phone	Sept 8
	Borderless	Justin Bayili	+233 244 340 747	jbayili@borderlesswa.com	face to face	Sept 8
		Noel Kossonou	+233 249 266 577	nkossonou@borderlesswa.com	face to face	Aug 15
		Afua Eshun	+233 244 334 589	aeshun@borderlesswa.com	face to face	Aug 15
	USAID	Brinton Bohling		bbohling@usaid.gov	face to face	Aug 12
	World Bank	Christel Annequin	+233 544 331 757	christel.annequin@gmail.com	phone	Aug 13
	CBC	Yaya Yedan	+233 20 816 30 16	yedanyaya@yahoo.fr	face to face	Aug 19
	UCRB	Ousseini Ouedraogo	+233 26 77 52 687	ouedraogoous8546@gmail.com	face to face	Aug 19
	Ashiaman cattle market	Issa Amartey	+233 244 699 209	mat_ss12@yahoo.com	face to face	Aug 23
Burkina Faso	UEMOA	Aboubacar Nomao	+226 76 41 05 80	anomao@uemoa.int	face to face	Aug 25
		Samson Balogoun	+226 71410513	asbalogoun@uemoa.int adebayob2002@yahoo.fr	phone	Aug 14
		Mamadou Niang	+226 76 54 10 00	mniang@uemoa.int	face to face	Aug 25
	CILSS	Brahima Cisse	+226 70 25 91 93	brahima.cisse@cilss.bf cissebra@yahoo.com	face to face	Aug 26
		Moussa Cisse	+226 50 37 41 25	moussa.cisse@cilss.bf	face to face	Aug 26
		Dieudonné Kam	+226 70228451	dkam@cilss.bf	face to face	Aug 26
	THN	Seydou Sidibe	+226 78338852	Seydou_Sidibe@watradehub.com	face to face	Aug 21
		Kokou Zotoglo	+233 261376614	Kokou_Zotoglo@watradehub.com	face to face	Aug 21
	JICA	Motohiro Fujimitsu	+226 76 69 01 88	fujimitsu.motohiro@gmail.com	face to face	Aug 29
	EU	Yves Gillet	+226 50 49 29 00	yves.gillet@eeas.europa.eu	face to face	Aug 27
		Ram Maria Ouedraogo	+226 50 49 29 00	Ram-Maria.OUEDRAOGO@eeas.europa.eu	face to face	Aug 27
	COFENABVI	Thomas Sawadogo	+226 70 20 52 37	cofenabvi_ao@yahoo.fr	face to face	Aug 28
		Sophie Sawadogo	+226 70 08 22 28	sawadogo_sophie@yahoo.fr	face to face	Aug 28
		Boukari Boissa	+226 70 13 35 18	NA	face to face	Aug 28
		Sylvestre Compaore	+226 70 36 59 05	NA	face to face	Aug 28
	CICB	Soumaila Sanou	+226 78 82 11 39	sanou_toggo@yahoo.fr	face to face	Aug 28
	CBC	Djeneba Tall Segueba	+226 70 24 92 56	tall_djeneba@yahoo.fr	face to face	Aug 28
		Rakisswindé Bationo	+226 72135342	bationo.rakissiwinde@cbc.bf	face to face	Aug 28
		Dieudonné Lawson	+226 78853018	hogbson@yahoo.fr	face to face	Aug 27
	national coordinator	Ibrahim Traoré	+226 70 75 07 11	ibrah56@yahoo.fr	face to face	Aug 25
		Denise Bouda	+226 70 12 07 06	simonebouda@yahoo.fr	face to face	Aug 27
		Brahima Ouedraogo	+226 70 24 75 42	mouniratou2004@yahoo.fr	face to face	Aug 27
Togo	focal point	Charlemagne Tsakadi	+228 91 521348	chtsakadi@yahoo.fr	face to face	Sept 1
		Abdala Karamouwa	+228 90 34 5779	karabdell@yahoo.fr	face to face	Sept 1
	national coordinator	Souleymane Sikao	+228 90 04 34 96	s.sikao@yahoo.fr	face to face	Sept 1
Benin	ALCO	Edy Anthony	+229 954 066 37	kea@corridor-sida.org	face to face	Sept 3
		Idrissa Kone	+229 95 40 94 95	idi@corridor-sida.org	face to face	Sept 3
	focal point	Clément Yekpon	+229 93 207 707	yclement4@yahoo.fr	face to face	Sept 4
		Gautier Ablet	+229 97 22 80 00	cablet74@yahoo.fr	face to face	Sept 4
	national coordinator	Côme Abiola Dele	+229 95966232	cdele60@yahoo.fr	face to face	Sept 4
		Didier Yayi	+229 95 05 33 86	didieryai@hotmail.com	face to face	Sept 4
Nigeria	ECOWAS	Chris Appiah	+234 816 583 4824	chris.appiah@gmail.com	phone	Sept 9
US	SSATP	Olivier Hartmann	+1 202 473 4066	ohartmann@worldbank.org	skype	Aug 15
Côte d'Ivoire	national coordinator	Baba Kone	+225-66 29 36 38	konbabanoholo@yahoo.fr	phone	Sept 15
	focal point	Mamadou Kone	+225 08305946	madkonez@yahoo.fr	phone	Aug 13
Mali	national coordinator	Salif Kone	+223 76 31 71 41	safko70@yahoo.fr	phone	Aug 28
	focal point	Ismaila Lah	+223 76 45 29 60	ismaillah@yahoo.fr	e-mail	Aug 20
Niger	national coordinator	Attaoulahi Zakaouanou	+227 96 97 06 48	attaoulah@yahoo.fr	phone	Aug 15
	focal point	Mahaman Salissou Bachir	+227 98 24 35 75	staaf67@yahoo.fr	phone	Aug 14
Senegal	focal point	Mbaye Chimère Ndiaye	+221 77 339 36 05	chimerendiaye@gmail.com	phone	Aug 14
		Djibril Sagna	+221 77 54 18 682	djibysagna@hotmail.com	skype	Aug 12

4. FINDINGS: CURRENT STATE OF ROAD GOVERNANCE DATA COLLECTION

Several kinds of reports on road governance and transport issues are currently being prepared and distributed in West Africa. They address a variety of issues for different value chains along diverse corridors. Table 2 below contains a snapshot of the reports addressing road harassment issues.

Table 2: Existing Regular Reports on Road Harassment

Report	Produced by:	Indicators Covered	Corridors Covered	Frequency	Funding Sources
OPA Reports	Validated by UEMOA Written by WATH until 23rd report Written by BA for 24th report	Number of controls, bribes, delays	• Ouagadougou–Tema • Ouagadougou–Lomé • Ouagadougou–Abidjan • Bamako–Abidjan • Ouagadougou–Bamako via Heremakono • Ouagadougou–Bamako via Koury • Bamako–Dakar via Diboli • Niamey-Cotonou	Quarterly One report only (Q2 2013) published since handover from WATH	UEMOA/USAID UEMOA and JICA (24th Report)
CILSS Reports on Road Harassment	CILSS	Number of controls, bribes, delays	• Bouaké to Niamey • Ouagadougou to Accra • Parakou to Niamey • Pouytenga to Parakou • Bama to Koury • Koutiala to Dakar • Kati Dralé to Conakry • Kati Dralé to Dakar	Monthly	USAID
ALCO Reports	ALCO	Number of checkpoints, border crossing times	Abidjan–Lagos	Yearly	World Bank

Figure 2: Production Timeline of Regular Reports on Road Harassment and Trade Flows since 2013

4.1 OPA REPORTS

The production of OPA reports was previously handled by USAID's WATH project. WATH was supervising focal points that collect the data, analyzing the data, preparing reports, and disseminating the information. UEMOA was supposed to handle these tasks since June 2013, but several issues occurred as detailed in this section.

4.1.1 DATA COLLECTION

In Burkina Faso, Côte d'Ivoire, Mali, Senegal, and Togo, the national focal points have been collecting data almost continuously since June 2013. Focal points in Niger and Benin, however, collected very little data, and what they were able to gather is not statistically significant enough to be used. This is mainly due to software issues in both countries, as well as to demobilization of field agents in Niger because payments from UEMOA were delayed, and to administrative issues at the Benin focal point. Ghana did not collect data, since an agreement could not be signed between the Ghana Shippers' Authority (GSA) and UEMOA.

UEMOA did not print and distribute **survey forms** for data collection. The focal points tried to avoid shortages by sharing amongst themselves the forms that were available. Despite these efforts, however, shortages did occur. In Burkina Faso, the focal point asked UEMOA for the electronic version of the files so that forms could be printed. It took three months for UEMOA to provide the files. During this period, no form could be printed and hence no data were collected.

Several focal points said **software or hardware issues** were a problem. These issues were recently fixed in Burkina Faso, Côte d'Ivoire, Mali, and Senegal, but have not yet been resolved in Benin, Niger, and Togo.

Most of the **laptops** used to collect data were bought in 2007, and need to be replaced. This problem was raised by all the focal points. UEMOA planned to finance the replacement of the aging fleet in November 2013, but no computers have been updated so far.

4.1.2   DATA ANALYSIS AND REPORT WRITING

In 2011, UEMOA and WATH agreed on improvements to the OPA-dedicated **software** (see terms of references in Annex B). Despite a continuous push from WATH up until the time of its closure in June 2013, this upgrade has not happened, even though its cost is minor when compared to the overall project cost. The problem seems to lie with internal communication issues between the Transport department and the Information System department, and heavy bureaucracy within UEMOA.

From 2006 through the first quarter of 2013 (January–March), the reports were produced by the WATH project, following the process shown in Figure 3 below.

Figure 3: Production Process for OPA Reports 1 through 23
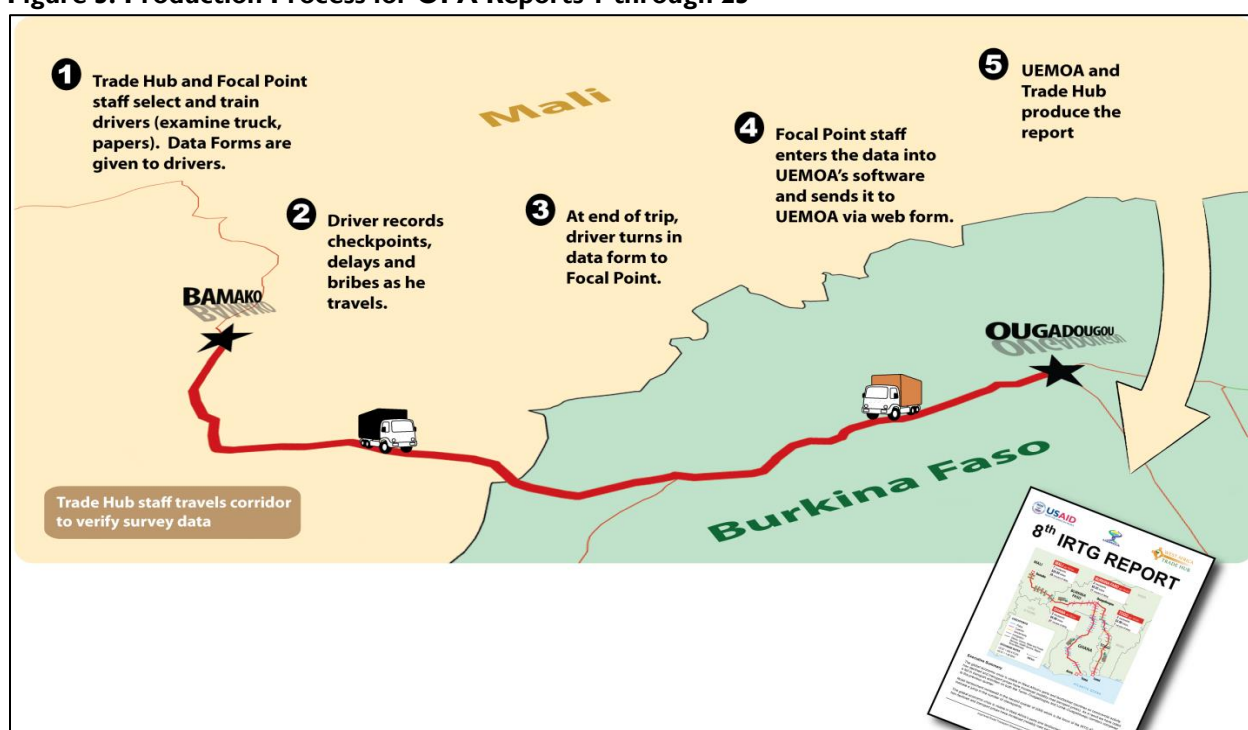
Once the WATH project ended, however, and activities were handed over to UEMOA, the process began to break down. UEMOA have had difficulties mobilizing appropriate internal resources to produce the reports. For example, the last **verification trip** took place in May 2013; none have been organized since. These verification trips used to be carried out by field agents or transport experts who traveled with trucks and were able to experience the status of road harassment along particular corridors.

Between the time of the handoff and September 2014, only one OPA report (the 24th), which was based on data from the second quarter of 2013, has been produced. It is worth noticing that the UEMOA database contains the raw data needed to produce reports covering the third and fourth quarters of 2013 and the first and second quarters of 2014.

In November 2013, when UEMOA realized that they could not produce the report by themselves, they asked **Borderless Alliance** to provide support to complete the 24th OPA report, with funding from UEMOA. A memorandum of understanding (MOU) is ready to be signed, but UEMOA has not yet signed it. As a result, UEMOA funds could not be disbursed. Borderless Alliance ended up producing the report with its own funds, coordinating with CILSS to produce a joint report that covered transit corridors as well as regional trade corridors. Borderless Alliance's involvement in producing the 24th OPA report was not initially planned and does not correspond to the alliance's intended role. The alliance is supposed to focus on facilitation and advocacy, using available data and reports prepared by others. Figure 4 below shows the process followed to produce and disseminate the 24th OPA report.

Figure 4: Production Process for the 24th OPA Report
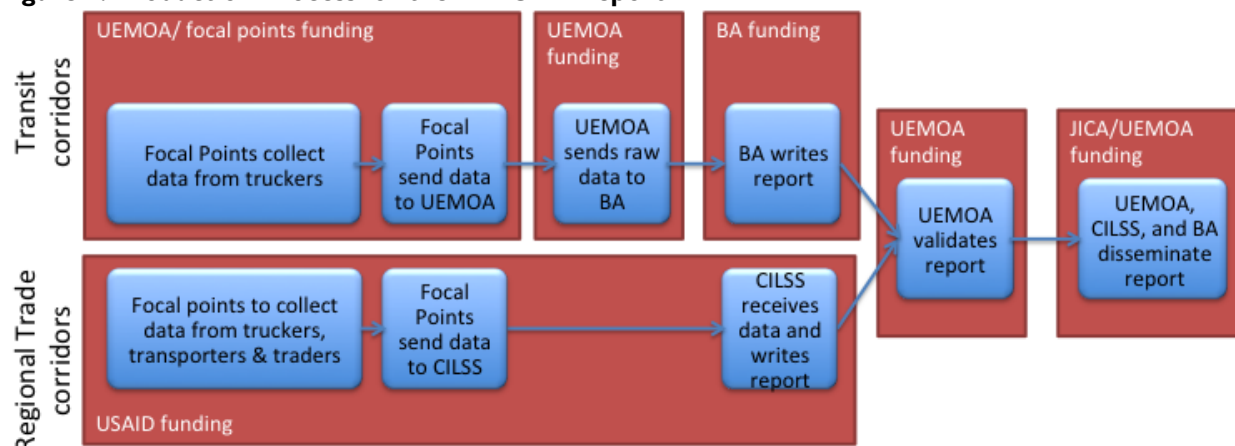
4.1.3   REPORT DISSEMINATION

Borderless Alliance obtained funding from the Japan International Cooperation Agency (JICA) to disseminate the 24th OPA report. Borderless Alliance organized two dissemination workshops and two roadshows in **Bamako** and **Ouagadougou** in June 2014. UEMOA helped financing the Bamako workshop. Three additional workshops—in Lomé, Abidjan, and Dakar—might be organized by the end of December 2014. Borderless Alliance also used the **Benin caravan** as an opportunity to disseminate the 24th report in this country (see Section 4.4.1.4). The **GSA** together with **BA** presented the 24th report during a workshop on axle load policy, held in Kumasi, Ghana in July 2014.

4.1.4   FOCAL POINTS COORDINATION

All focal points reported very poor communications with UEMOA. This is primarily because not enough UEMOA resources are allocated to the significant work that is needed to coordinate with focal points.

Contracts have been signed between UEMOA and focal points in each country except Ghana. Ghana's focal point (the GSA) and UEMOA have had difficulties communicating due to language barriers. In addition, it appears that UEMOA is legally unable to sign an agreement with an organization located in a non-member state.

The status of **payments** to focal points is unclear. Exhaustive financial information could not be systematically accessed and verified at UEMOA and at focal points' accounting departments. However, this study was able to establish the following findings:

- Payments from UEMOA are made in a lump sum: as long as they send 75 completed forms per

quarter, per corridor and direction, the focal points get their lump sum. If not, they get nothing. When WATH was in charge of the payment, one part of the amount was variable, depending on the number of completed forms. The variable amount went from zero for no form at all, to a maximum for 75 forms or more per quarter, corridor, and direction. The lump sum paid by UEMOA, however, is 20 percent less than the maximum amount paid by WATH, but this arrangement seems to satisfy all focal points.

- Payments arrive late. The reasons for the delays include late signature of contracts, heavy bureaucratic procedures at UEMOA, problems in communication on bank details, miscommunication about deliverables between focal points and UEMOA, and miscommunication between UEMOA's transport department and information systems department.

- Although the payments are supposed to be disbursed quarterly, so far they have usually been disbursed in tranches that cover six-month periods.

- Focal points understood that quarterly base fees (i.e. for one corridor) would be increased from FCFA 2 million to FCFA 3 million. UEMOA says this increase was a suggestion, not a promise. This misunderstanding has created more frustration.

- Focal points dealing with more than one corridor are supposed to get an additional quarterly fee of FCFA 0.4 million. However, the payments they receive do not always include this supplement.

- UEMOA does not explain to focal points how the wire transfer amounts are calculated (to account for factors such as number of corridors, number of quarters, or reception of appropriate deliverables).

Even though payments were delayed, the focal points in **Burkina Faso** (the *Conseil Burkinabé des Chargeurs,* or Burkinabé Shippers' Council, known as CBC), **Côte d'Ivoire** (the *Chambre de Commerce et d'Industrie de Côte d'Ivoire,* or CCI-CI), and **Senegal** (the *Chambre de Commerce, d'Industrie et d'Agriculture de Dakar,* or CCIAD) managed to keep paying the supervisors and field agents with their own funds. To do this, the organizations in Burkina Faso and Côte d'Ivoire hired the field agents as permanent staff. In Senegal, the agents were not hired but are still paid. This allowed these three countries to keep the agents' expertise and prevented disruptions in data collection. These three focal points also paid to print new survey forms.

Focal points in the other countries, however, did not make advance payment to the field agents. In **Mali** and **Togo**, the field agents have been working for up to 12 months without being paid. Payments arrived in these countries in June 2014, which allowed fees to be paid to the agents, but arrears are still due. Malian and Togolese field agents personally paid to print the survey forms. In **Niger**, agents were demobilized and data collection stopped because there was no payment. In **Benin,** although no payment was made, delays in data collection were the result of several changes in staff and internal administrative issues. As of June 2014, data collection stopped altogether in Benin due to a hardware issue. Although agents in **Ghana** are employees of the GSA, that focal point's inability to sign a contract with UEMOA led to the reallocation of the agents to other tasks and the complete stop of the data collection effort.

4.1.5   STEERING COMMITTEE MEETINGS

The 8th OPA steering committee meeting was held in November 2013 in Ouagadougou, Burkina Faso. All focal points except Ghana were represented. UEMOA confirmed its willingness to remain involved in ensuring that the OPA initiative continues by funding focal points' activities, producing OPA reports, and funding dissemination events. UEMOA is organizing the 9th OPA steering committee meeting, which will be held in Niamey, Niger, on November 11-13, 2014.

4.2   CILSS REPORTS

Two sets of data along regional trade corridors used to be collected by the ATP Projects: data on road harassment, and data on trade flows. In addition, ATP produced quarterly reports on road harassment. These two sets of data are now collected by CILSS, as part of their Regional Support Program of Market Access, with recurrent funding from USAID. The process of handing over data collection and report production from ATP to CILSS worked well, especially because key personnel from ATP were relocated to the CILSS premises and then hired directly by CILSS.

4.2.1   DATA COLLECTION

4.2.1.1   Road Harassment

Figure 5 below shows the corridors and field agents locations where CILSS monitors road harassment in the region. Trucks monitored on regional trade corridors haul commodities from targeted value chains: livestock, rice, and cereals. These trucks and their cargoes are not always in conformity with applicable laws.

Figure 5: CILSS Monitoring of Road Harassment—Corridors and Field Agents Locations
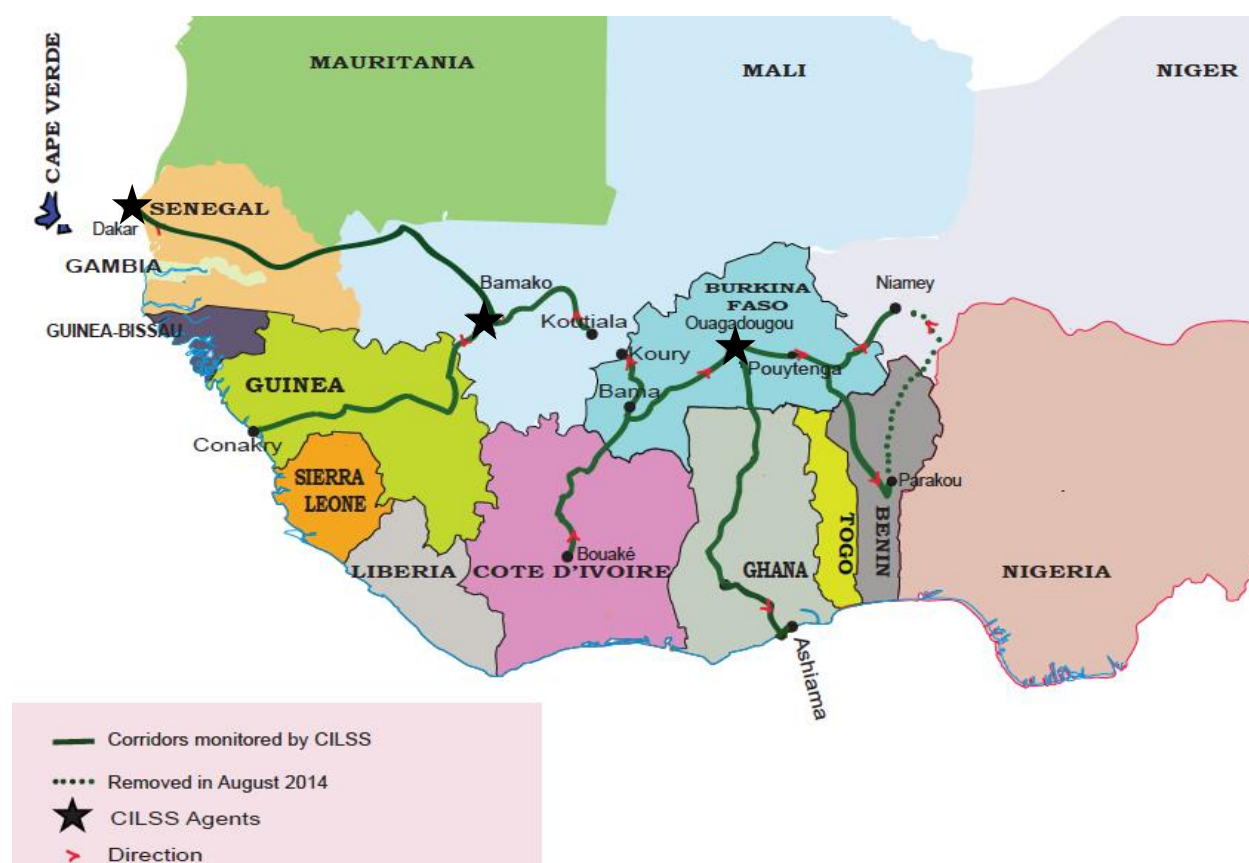
CILSS uses the same data collection methodology followed by the ATP Project. The number of field agents, however, was drastically reduced—from six to three. In addition, a professional association is responsible for data collection on the Bama–Koury corridor, and another association handles data collection on the Parakou–Niamey corridor (see Section 4.5.1). The three field agents, who previously

worked for ATP Projects, have been hired by CILSS. To maximize their efficiency, they are strategically located in Ouagadougou, Bamako, and Dakar, since these three cities are key nodes in regional trade and lie at the start or end of a number of key corridors. Truckers traveling along corridors that do not include Ouagadougou, Bamako, or Dakar are contacted when they pass by these cities.

Field agents distribute paper survey forms in Ouagadougou, Bamako, or Dakar to drivers, transporters, and traders, who take the forms along and fill them out during their trips. They then return the completed forms to field agents when they return to the locations where the forms were distributed. Alternatively, field agents interview drivers, transporters, and traders based on a recent trip they remember reasonably well, and fill forms by themselves. The filled-in forms are gathered by field agents and physically sent each month to the CILSS headquarter in Ouagadougou. One person at CILSS is responsible for entering the data from the forms into a dedicated MS Access database.

4.2.1.2 Trade flows

Figure 6: CILSS Monitoring of Trade Flows—Work Scheme
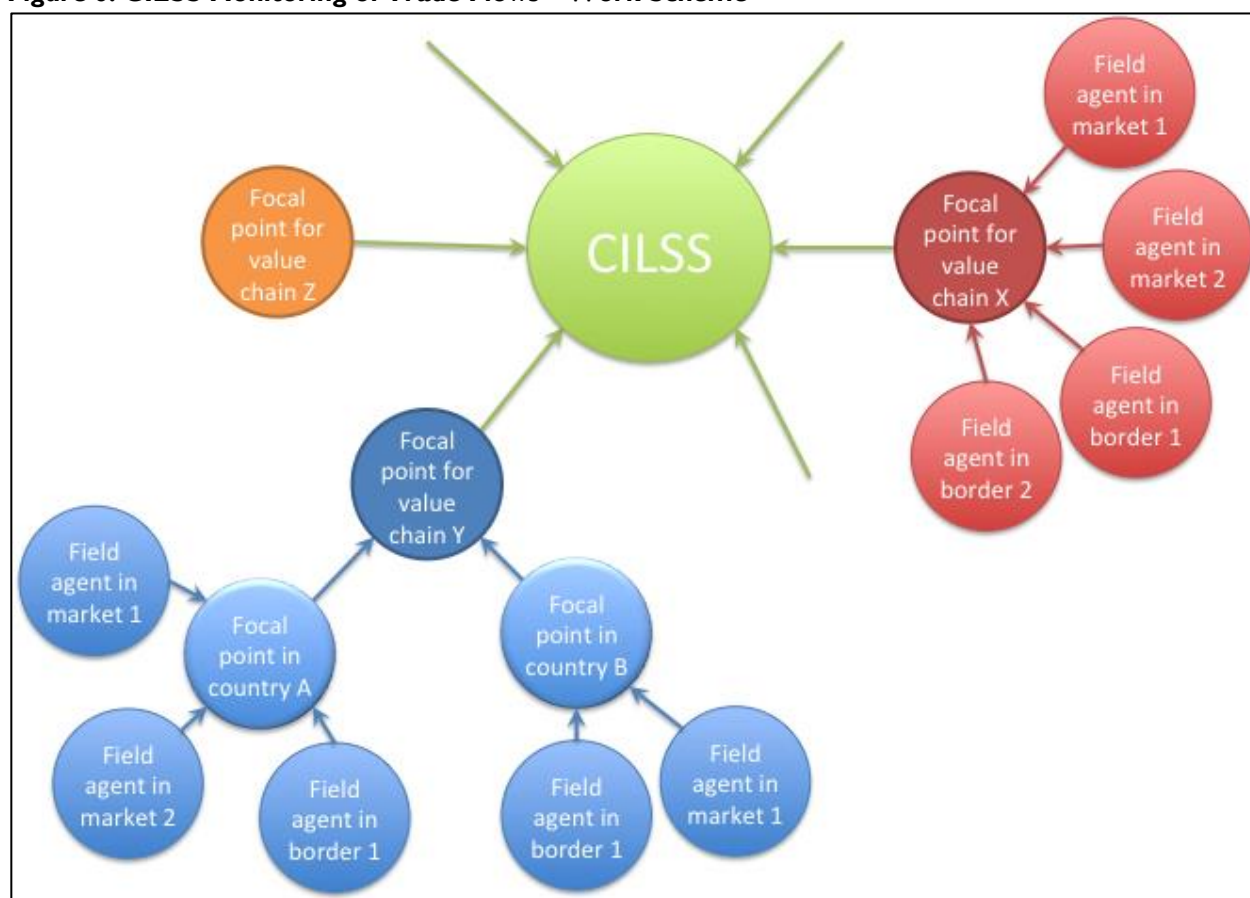
Just as ATP Projects used to do, CILSS now mostly leverages professional associations to monitor trade flows. CILSS pays these associations, which then pay the field agents. CILSS works with the same field agents and professional associations that collaborated with ATP Projects, providing continuity of competence and experience. This arrangement provides flexibility for CILSS. Contracts with professional associations are renewed based on observed performance. CILSS currently works with six associations: 1) the *Conseil de Concertation des Riziculteurs du Bénin* (CCR-B) in Benin for rice; 2) the

Comité Interprofessionel des Filières Céréales et Niébé du Burkina Faso (CIC-B) in Burkina Faso for cereals and beans; 3) the *Confédération des Fédérations Nationales de la Filière Bétail/Viande* (COFENABVI) throughout the region for livestock; 4) the Livestock Breeders and Traders Association (LIBTA) in Ghana for livestock, maize, and beans; 5) the *Union des Groupements des Étuveurs de Riz de Bama* (UGER-B) in Burkina Faso for rice); and 6) the Dawanau Market Development Association (DMDA) in Nigeria for cereals.

The aim is to capture 100 percent of the trade to or from a given market. Field agents are located at market places or borders, arranging their schedules so that at least one agent is on site every single day. To gather information from trucks that pass at night or in case they miss a truck, the agents have developed a partnership with customs so that they can retrieve data from the customs system.

Agents fill in forms daily with information provided by drivers, transporters, traders, or customs officers. They then compile the information each day and send it daily, weekly, or monthly to a focal point (who is usually an executive member of the association and is also sometimes a field agent). The focal point compiles all the data received from the agents he or she is in charge of, verifies them, and sends the raw data to CILSS on a monthly basis.

Depending on the value chain, the location, and other factors such as informal trade, the associations estimate they capture between 85 and 100 percent of the trade at a given location. CILSS does not use extrapolation to try to represent 100 percent of the trade in their reports.

Another caveat is that the initiative only covers the main markets, although CILSS is trying to cover more and more markets in the future. It foresees extending data collection on the livestock value chain to Senegal (which is already member of COFENABVI), Guinea, and Nigeria. In addition, the Food Across Borders project could finance the extension of trade flow data collection to a number of additional corridors that are not yet covered (see Section 4.4.8).

4.2.2   ROAD HARASSMENT DATA ANALYSIS AND REPORT WRITING

Once all the road harassment data is collected and submitted, a program analyst at CILSS verifies and analyzes the data and writes the monthly report. CILSS has produced 12 reports since June 2013, with funding from USAID. Results from the first report, which covers June–August 2013, were included into the joint 24th OPA report (see Section 4.1.2). Starting in September 2013, reports have been produced on a monthly basis.

An average of 12 forms per corridor are collected each month; they serve as the basis for the analysis. The reports show the number of controls and bribes and the duration of controls, disaggregated by corridor and along each corridor by country. The reports no longer show the proportion of bribes and controls collected by the different uniformed services, even though this data is available. From July 2014 onward, the reports also include the total cost of transport on each corridor.

4.2.3   DISSEMINATION OF RESULTS

Both road harassment reports and cross-border trade flows reports are produced and disseminated by e-mail within a month after the data has been collected. The reports are widely disseminated to the public and private sectors in the region, including civil society, RECs, and donors. Dissemination efforts have focused in particular on private sector associations involved in the targeted value chains.

CILSS organizes its own dissemination roadshows to present both the cross-border trade flows reports and the road harassment reports. Disseminating the two types of reports together allows more actors to be mobilized and puts the cost of harassment in perspective. Since June 2013, six events have been held—one each in Benin, Burkina Faso, Côte d'Ivoire, Ghana, Niger, and Senegal.

Six reports out of the 24 reports produced so far are currently available on the CILSS website[1] (three out of 12 for road harassment and three out of 12 for cross-border trade flows). The gap is expected to be closed shortly, with all the reports issued since August 2013 becoming available.

4.3   ALCO REPORTS

Since 2004, ALCO has produced yearly reports on transport facilitation. The reporting period is July to June. The latest report (July 2013–June 2014) is in the process of being validated. Each report includes indicators on border crossing times, the number of checkpoints, and the time spent at ports along the Abidjan–Lagos corridor. Transport of goods as well as transport of people is taken into account. Upon request, data is also available on bribes and delays, but is not included in the official report.

Data at ports is gathered on a monthly basis. Data on border-crossing time, checkpoints, bribes, and delays along the corridor is collected every two months. The data collectors are field agents working for a sub-contractor that is contracted by ALCO. They fill-in forms based on on-site interviews of stakeholders. For the checkpoints, bribes, and delays, the field agents travel in trucks with the drivers. Data are then sent to ALCO, entered in a MS Access database, where a statistician verifies and analyzes them. The reports are available online[2] and disseminated widely. The budget allocated to communication is too low to allow dissemination events to be organized.

4.4   OTHER TRANSPORT FACILITATION INITIATIVES

As the road governance issues are getting an increased interest in West Africa, Ministries of transport, associations and some projects have handled several activities to decrease road harassment.

4.4.1   BORDERLESS ALLIANCE

4.4.1.1   Border Crossing Time Survey

In October and November 2013, Borderless Alliance, as one of the leading private sector advocacy platforms fighting against bribery and road harassment, undertook a data collection survey on border crossing time at six major border posts along the Abidjan–Lagos Corridor. The alliance was seeking to establish an accurate picture of the levels of delay experienced by traders and transporters, and to identify key areas where its intervention is needed. Borderless Alliance has decided to conduct this exercise at least twice a year to provide ongoing monitoring to assess the impact of the Border Information Centers (BICs). The alliance wants to expand the survey in 2014 to cover all border posts where there is a BIC.

---

[1] See http://www.cilss.bf/spip.php?article385

[2] See http://www.corridor-sida.org/?-Rapports,8-

4.4.1.2 *Drivers' Guides*

Continuing a successful WATH initiative that developed, printed, and disseminated six national drivers' guides, Borderless Alliance updated the Ghana guide in July 2013 and produced a guide for Benin in July 2014.

4.4.1.3 *Abidjan–Lagos Caravan*

In October 2013, Borderless Alliance organized a caravan project along the Abidjan–Lagos corridor, in partnership with ALCO and with the support of Borderless Alliance National Committees. A series of workshops took place at each one of the four borders along the corridor. Over 600 participants attended these events, including ECOWAS parliament representatives; district chief executives; customs, police, and immigration officials; civil society organizations; and shippers, traders, transporters, and truck drivers.

4.4.1.4 *Benin Caravan*

In June 2014, Borderless Alliance organized a caravan project along the Cotonou–Malanville corridor, in partnership with the Beninese National Transport Facilitation Committee and with the support of the Borderless Alliance National Committee. A series of workshops took place at Bohicon, Parakou, Kandi, Malanville, and Cotonou. The workshops allowed participants to learn about the recent decree signed by the President of Benin and 10 ministers concerning the reduction of checkpoints along the main corridors. Caravan members included USAID/ West Africa, Borderless Alliance, representatives of the National Transport Facilitation Committee, the OPA focal point in Benin (CNCB), the Ministry of Transport, customs officials, police, gendarmerie (military police) officials, forestry services, and transporters' and truck drivers' representatives.

4.4.2 MALIAN MINISTRY OF TRANSPORT

The Malian government organized a caravan event on the Bamako–Dakar corridor to sensitize stakeholders about transport facilitation issues and to facilitate dialog between all actors involved.

4.4.3 BURKINABÉ MINISTRY OF TRANSPORT

With funding from the European Union (EU), the Ministry of Transport in Burkina Faso conducted on-site missions on five of the country's main corridors to sensitize actors about transport facilitation, axle load controls, and checkpoints.

4.4.4 TOGOLESE MINISTRY OF TRANSPORT

Togo made significant progress in transport facilitation over the past year. Mobile patrols were established to improve security, since the removal of checkpoints led to an increased number of road accidents. To improve safety, nighttime traffic has been forbidden for heavy vehicles, although this is having a negative impact on transport efficiency and is taking place despite protests from transporters. Customs checkpoints have been reduced to a minimum. Bribery has been reduced, thanks to a truck tracking system (called *macaron*) and to cargo being sealed at the port. In addition, road infrastructure has improved on the Lomé–Cinkanse corridor.

4.4.5   BENINESE MINISTRY OF TRANSPORT

The Ministry of Transport in Benin, through its NFC, conducted a number of activities on transport facilitation, with funding from the World Bank and UEMOA. This included co-organizing the caravan with Borderless Alliance in June 2014 (see Section 4.4.1.4), as well as writing and applying a follow-up process for a decree defining the only checkpoints in the country where the control of trucks is allowed. The decree, n° 2013-546, was signed in December 2013 by the President of Benin and 10 ministers. The decree names eight checkpoints along the five major corridors linking Cotonou to Togo, Burkina Faso, Niger, and Nigeria (where there are two corridors). It also defines the modality of these controls. An NFC mission along the coastal corridor in August 2014 contributed to removal of illegal checkpoints. Since these checkpoints recurred, the President of Benin said on September 4, 2014, that he would personally act to ensure strict application of the decree.

The NFC also printed and disseminated to drivers and transport community a number of leaflets about applicable laws and decrees, so that drivers feel more power to defend their rights.

4.4.6   LIVESTOCK BREEDERS AND TRADERS ASSOCIATION

In Ghana, LIBTA, in partnership with the police, drove along the Tema–Paga corridor with trucks of livestock. The policemen were not in uniforms and pretended to be farmers so that they could experience real cases of bribery practices by their colleagues.

4.4.7   OBSERVATOIRE DE LA FLUIDITE DES TRANSPORTS

Although the heads of the *Observatoire de la Fluidité des Transports* (OFT) heads were not available and could not be met, it appears that this national organization has continued its activities to remove illegal checkpoint throughout Côte d'Ivoire. In July 2013, OFT conducted a mission on the main corridors linking Abidjan with Liberian borders, and in July 2014, it did the same on the Abidjan–Noé corridor toward Ghana.

4.4.8   FOOD ACROSS BORDERS PROJECT

The Food Across Borders project will consist in following up the recommendations agreed during the Food Across Border conference organized by ATP Projects in January 2013. ECOWAS organized a task force meeting in March 2014 to define the project document. CILSS and Hub Rural are particularly involved in the definition phase of this project. Although Hub Rural could not be met during the timeframe of this study, the development of this project should be followed since it could include the monitoring of road harassment on new corridors in West Africa.

4.5 CORRIDORS AND COUNTRIES COVERED

Figure 7: Corridors Covered by Various Initiatives
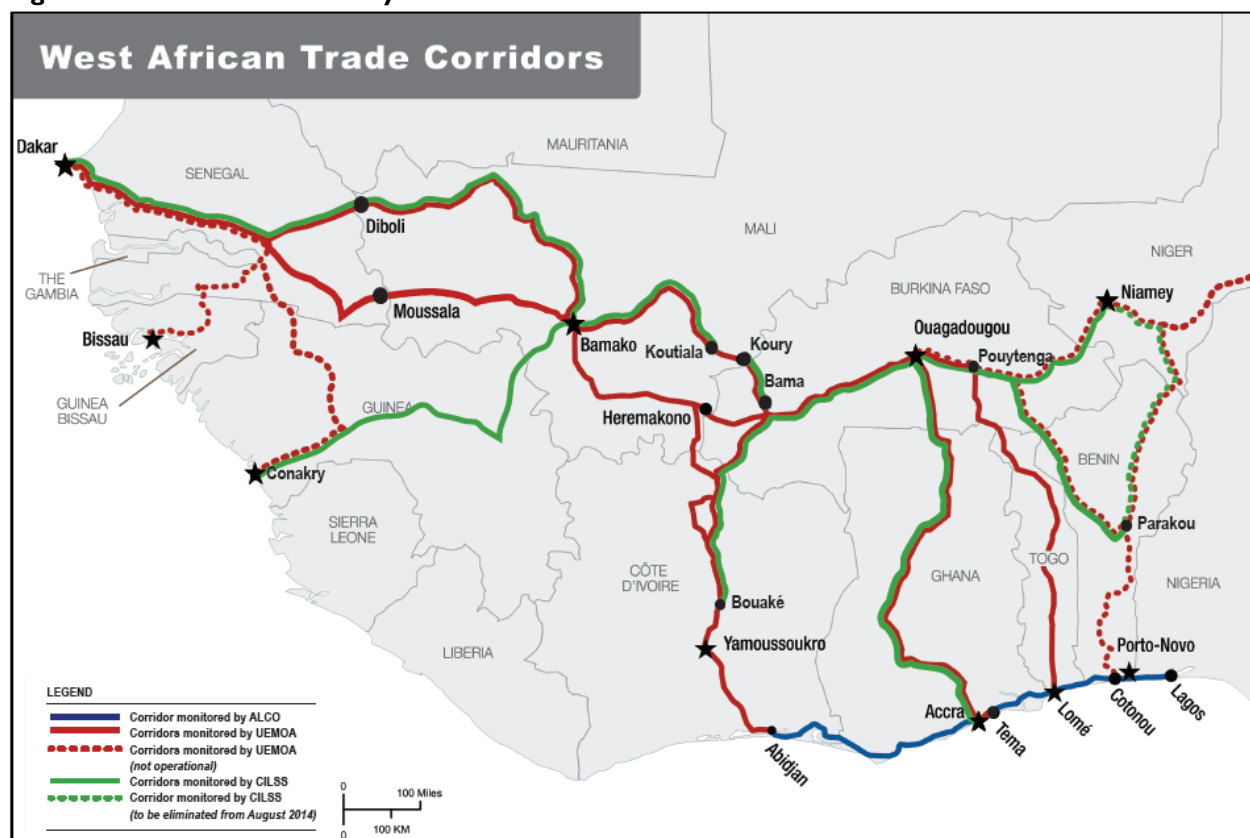
4.5.1 REGIONAL TRADE CORRIDORS

CILSS focuses its data collection efforts on value chains that affect food security and on cross-border trade within West Africa. The onion/shallot value chain, which used to be part of the ATP portfolio, is no longer covered by CILSS because it does not significantly contribute to food security. The poultry value chain was also removed from the data collection process, since recent regulations (especially those linked to avian flu) led to a significant change in this value chain: poultry is now mainly traded within countries instead of across countries. The palm oil and cassava value chains, however, could be added later on. Countries that could be eventually covered by the data collection effort include the ECOWAS member states as well as Mauritania and Chad, which are also members of CILSS.

The first CILSS report, for the June–August 2013 period, covered two corridors that were included under ATP Projects before the handover of responsibility, and two additional corridors. Data is available on transport in one direction only, corresponding to the direction of trade for products in the value chain considered. These initial corridors are:

- Bouaké, Côte d'Ivoire → Niamey, Niger (cereals)
- Ouagadougou, Burkina Faso → Accra (Ashiaman market), Ghana (livestock)
- Parakou, Benin → Niamey, Niger (cereals)

- Pouytenga, Burkina Faso → Parakou, Benin (livestock)

Starting with the second report, the number of covered corridors expanded continuously, based on CILSS' own judgment about the most relevant corridors for showcasing road harassment in the livestock and cereals trade. Additional corridors covered as of July 2014 are:

- Bama (near Bobo-Dioulasso), Burkina Faso → Koury, Mali (parboiled rice)

- Koutiala, Mali → Dakar, Senegal (cereals)

- Kati Dralé (near Bamako), Mali → Conakry, Guinea (livestock)

- Kati Dralé (near Bamako), Mali → Dakar, Senegal (livestock)

From the next report, which will cover August 2014 period, CILSS will remove the Parakou–Niamey corridor due to a high volume of products sold in Malanville before the border crossing. CILSS intends to continuously extend the scope of the reports on harassment, eventually covering the same corridors where trade flows are monitored.

4.5.2   TRANSIT CORRIDORS

A software issue prevented the collection of data along the recently introduced Bamako–Dakar via Moussala corridor until June 2013. In addition, because of the lack of data available on the Niamey–Cotonou, Ouagadougou–Cotonou, and Niamey–Ouagadougou corridors during the second quarter of 2013, they were not covered in the 24th OPA report. The corridors covered (in both directions) in the 24th report were as follows:

- Ouagadougou–Tema

- Ouagadougou–Lomé

- Ouagadougou–Abidjan

- Bamako–Abidjan

- Ouagadougou–Bamako via Heremakono

- Ouagadougou–Bamako via Koury

- Bamako–Dakar via Diboli

UEMOA decided in 2011 to expand the geographic scope of the data collection effort to the Dakar–Bissau corridor. A focal point identification trip took place in early 2013, and UEMOA reported having chosen an institution in Bissau to host the focal point. Despite these steps, the expansion has not yet happened. Neither has an expansion of the geographic scope to the Dakar–Conakry corridor, which was announced by UEMOA in November 2013.

Software issues made it impossible to include data from the extension to the Bamako–Dakar via Moussala corridor, which had been agreed-upon by UEMOA in 2012, in the 24th OPA report. However data for the third quarter of 2013 is available for this new corridor; this information could potentially be included in the 25th report.

Because of the delays in payments from UEMOA, focal points agents stopped collecting data in Niamey and Cotonou (as explained in Section 4.1.4). Therefore, no forms were sent and no payments were made. As a result, no data was collected on six corridors (Niamey–Cotonou, Niamey–Ouagadougou,

Niamey– Lomé, Niamey–Tema, Ouagadougou–Cotonou, and Zinder–Cotonou) even though survey forms were ready and the focal points' hosting bodies were in place. In addition, it appeared that the level of traffic on the Ouagadougou–Niamey and Ouagadougou–Cotonou corridors is very low, making the work of the field agents difficult.

ALCO conducted a one-shot study at Malanville–Gaya at the main Niger–Benin border.[3] This study was requested and financed by the World Bank's Sub-Saharan Africa Transport Policy Program (SSATP). The study includes data on border crossing times and trade flows. The results will be used as a baseline to measure the benefits of implementing a joint border post (JBP) at this border. The study is being validated by stakeholders and should be issued before the end of 2014.

4.5.3   COASTAL CORRIDOR

ALCO has continued to monitor bribes, delays, and the number of checkpoints along the Abidjan–Lagos corridor. It is also tracking road conditions, border crossing times, time spent at ports, and health-related indicators.

The **World Bank** finances the NFCs along the coastal corridor in Côte d'Ivoire, Ghana, Togo, and Benin, allowing them to contribute to transport facilitation along the corridor.

4.6   DEVELOPMENT OF THE REGIONAL TRANSPORT AND FACILITATION OBSERVATORY

The Transport and Facilitation Observatory stakeholders' working group met twice in 2013 (in Accra in March and Abidjan in September–October) and once in 2014 (Ouagadougou in April). However, ECOWAS was only able to attend the Abidjan meeting. The Transport and Facilitation Observatory will next be addressed at a meeting organized by SSATP to be held in Abidjan on September 29, 2014. The next working group meeting was planned to be held in Abuja in July 2014 but the Ebola epidemic postponed it to an unknown date.

Despite these meetings, the stakeholders have not moved significantly forward toward the creation of the Observatory since the release of a concept note (extracts in Annex C) in October 2012. The main blocking point is that UEMOA and ECOWAS could not meet and sign an agreement to define the structure and the legal status of the Observatory, even though this had been agreed upon.

SSATP, however, progressed on setting up a **pilot web-based platform** that will be operational by September 2014. Among other types of information, it will include one-shot data on:

- Volumes traded
- Transport lead times
- Border crossing times
- Container handling costs

Data will come from railway companies, container operators, customs, and national partners. The corridors initially covered will be Abidjan–Lagos and Ouagadougou–Abidjan. Focal points were chosen to provide various data: CBC in Burkina Faso, OFT in Côte d'Ivoire, and ALCO in the five countries

---

[3] See http://www.corridor-sida.org/?L-OCAL-mene-une-etude-sur-l

covered by Abidjan–Lagos corridor (Benin, Côte d'Ivoire, Ghana, Nigeria, and Togo). The initial mock-up will feature data that is "actively" gathered by field agents or data collectors. The longer-term goal of the platform, however, is to link it to existing information systems so that data is "passively" (i.e. automatically) loaded onto the platform. The platform will be able to host road governance data.

SSATP chose GAINDE 2000,[4] a private company based in Senegal, to implement this platform. SSATP also works with the Statistics and Applied Economy School (ENSEA) in Abidjan to collect and analyze data.

The **EU** has also been engaged in this process, having decided to finance technical assistance for both UEMOA and ECOWAS. The assistance will help them make progress toward creation of the joint Observatory, which will eventually cover all ECOWAS countries. The EU wants to ensure that UEMOA's experience is not neglected and that it is used in creating the upcoming Regional Observatory. Because it will reach both RECs, EU technical assistance should promote information-sharing and facilitate better coordination between ECOWAS and UEMOA activities. This technical assistance could start in late 2015.

Table 3 below shows the action plan that was published after the latest working group meeting in April 2014 (which was held without ECOWAS). All the actions due by September 2014 or before were delayed.

Table 3: Action Plan Published After April 2014 Working Group

Activity	Responsible	Deadline	Followed by
Nominate a focal point in charge of the Observatory within each REC's Transport department and communicate their names to the working group	UEMOA ECOWAS	End of July 2014	EU/World Bank
Formalize the Observatory working group (define members, observers, and mandate)	UEMOA ECOWAS	September 2014	EU/World Bank
Organize quarterly meetings of the working group	UEMOA ECOWAS	July, October, December 2014	World Bank, USAID
Organize OPA Steering Committee meeting	UEMOA	September 2014	EU, Borderless Alliance
Formalize a coordination committee in charge of the Observatory	UEMOA ECOWAS	December 2014	USAID - JICA
Develop a web-based portal to follow performance indicators along corridors	GAINDE 2000	June 2014	SSATP

4.7   CONCLUSION

4.7.1   MAIN ISSUES AND BLOCKING POINTS

There are a number of challenges facing efforts to ensure accurate and timely data collection, reporting, and dissemination. The key issues and blocking points are summarized below:

- The work of the **OPA focal points** has been poorly managed. There are problems in a variety of areas, including information technology tools, payments, printing of forms, recognition, and communication. This has led to irregular data quantity and quality, discontinuation in data collection, demobilization of actors, and significant frustration.

---

[4] http://www.gainde2000.sn/2014/en/profile.php

- **OPA report writing** has not been handled properly, leading to outdated data, decreased credibility of OPA in general, and lower awareness about road harassment.

- Due to the growing number of projects working on transport facilitation and the increasing number of stakeholders involved, some activities—such as border crossing time surveys, corridor studies, transport observatories, and road harassment surveys—seem to some stakeholders to be **overlapping.** This creates potential for resources to be wasted and leads to a lack of clarity about roles and responsibilities.

- Some stakeholders still poorly understand the role of **Borderless Alliance**. There are misunderstandings about what Borderless Alliance can or cannot do, and about how it is supposed to operate. In addition, the alliance needs to diversify its funding base. Relying on the Trade Hub as its only significant source of funding would prevent Borderless Alliance from working in countries, such as Niger and Togo, that do not include Trade Hub focus corridors. These restrictions are not consistent with its regional mandate.

- There has been very slow progress in establishing the **Regional Transport and Facilitation Observatory,** in part because of difficulties with collaboration between ECOWAS and UEMOA (as confirmed by both RECs).

- **Hotlines** established to help drivers report complaints are not efficient enough to produce the expected benefits. They are either directed to an individual who, even if he or she is at a high-level position within police or customs, cannot be available 24/7, or to a call center that can only report the case on a daily basis, which is often too late to be useful. To obtain tangible results, hotlines should be available 24/7 and responders should be able to fix issues immediately.

4.7.2 OPPORTUNITIES

Despite the many challenges, however, there are also a number of opportunities to strengthen the data collection process and its impact on trade facilitation.

- Thanks to extensive communication about road harassment issues over the past nine years, and to growing interest by many stakeholders, including donors, overall **awareness** about these issues grew significantly, including at the highest levels of government. A change of mindset is visible. The time is ripe to move toward more concrete actions, like the enforcement of regional regulations or on-site missions to remove illegal checkpoint.

- **Borderless Alliance** has grown continuously and gained influence in each country where it works. This influence should be leveraged extensively and appropriately by systematically involving the Alliance's National Committees members in the transport facilitation activities occurring in their country.

- **CILSS** has developed strong capacities in data collection and is collaborating with ECOWAS and its member states at the highest level. After its involvement in the birth of OPA in 1997, CILSS has re-emerged as a key partner in transport facilitation and food security issues.

- **ALCO** is moving from operating as a project, with start and end dates, to becoming an ongoing, sustainable organization. In addition, it has consolidated its expertise in transport facilitation. It is therefore another key partner, especially in helping ensure the sustainability of the initiatives launched in the region.

5. HARMONIZE METHODOLOGIES OF VARIOUS INITIATIVES

5.1 CONTEXT

Harmonization of measurements and methodologies throughout countries and corridors is useful in many ways, including the following:

- It allows comparison between corridors and countries, thereby highlighting priority areas of action and triggering competition for improved performance.

- It facilitates understanding of the measurements by a wide audience, allowing better buy-in.

- It usually simplifies the tools and methods used, thus decreasing operational costs.

Consistency of measurements throughout time is also useful, as it permits long-time evolution analysis. Such analysis allows the impact of actions taken to be evaluated and, in general, enables the causes of issues or improvements to be precisely identified. For these reasons, a thoughtful and accurate definition of indicators is key at the beginning of any monitoring process.

Nevertheless, harmonization of different indicators that have been monitored for a long period of time has to be considered carefully. It is important to analyze the reasons why a certain methodology, scope, restriction, or particular focus have been chosen and to define whether and how it could be changed. In addition, changing a methodology or a process that has been used for years requires proper training and potentially long transition times. In a nutshell, inconsiderate harmonization of several processes can be counter-productive.

Regarding road harassment in West Africa, even though the various organizations involved in data collection share a common end-goal—freer movement of goods and people throughout the region— their historical backgrounds, institutional status, and detailed objectives may vary significantly. This can prevent these organizations from moving toward harmonization.

For instance, CILSS collects data on certain value chains. It aims for its reports to cover 100 percent of the trade flows in these value chains. To do this, it must collect data on both formal and informal trade. The road harassment data are used mostly to evaluate the impact of bribery on the cost of products. And, if they are to make sense of and be able to compare traded goods' values with the costs of bribery, the surveys must include formal as well as informal transport.

On the other hand, UEMOA's goal in tracking road harassment data is to advocate for the full elimination of unnecessary checkpoints and related bribery. The message carried by the OPA reports is therefore much stronger if it is proven that compliant trucks pay significant bribes. Consequently, UEMOA has no interest at all in collecting data on non-compliant trucks.

In keeping with its mission, CILSS has no direct interest in collecting data on products that do not contribute to food security or that are not traded internally within West Africa. Finally it makes no sense for CILSS to monitor data on both directions of a given corridor if its focus products are traded in

one direction only. This prevents CILSS from moving toward a full harmonization with UEMOA's or ALCO's way of working.

Despite these differences, the UEMOA, CILSS, and ALCO initiatives could harmonize several aspects of their methodologies.

Table 4 below shows the actions needed to achieve this harmonization. Sections 5.2 to 5.12 provide details on these changes.

Table 4: Changes Needed to Fully Harmonize Data Reported and Collection Methods

	Changes needed for:		
	CILSS	**ALCO**	**UEMOA**
Type of truck/ product			Include non-compliant trucks in the surveys
	Include more types of products in the surveys		
Footprint			Sort out the contracting of organizations outside the UEMOA area (non-member states)
Data collectors	Locate data collectors at beginning and end of corridors (if budget allows)		
		Partner with professional associations to collect data	
Data samples	Double the number of forms collected		
Database	Merge databases		
Type of indicators		Monitor the types of products	
			Upgrade OPA's dedicated software
	Monitor whether the transport is fully compliant or not, and what aspects may not comply with applicable regulations		
		Monitor the number of stops (in addition to the number of physical checkpoints)	
		Report bribes and delays	
			Monitor border crossing times
Periodicity	Report quarterly on road harassment		
Maps	Publish one map per value chain		

Quick wins: easily feasible and useful
Very desirable but involving significant work
Desirable, mid-term actions
Long-term actions

5.2   TYPES OF TRUCKS AND PRODUCTS CONSIDERED

In order to be considered compliant, a truck needs to be in good safety condition, the goods carried need to be properly documented, and the driver needs to have his or her driving and identity documents in order.

Because the focus of CILSS' and UEMOA's data collection efforts are so different (see Section 5.1), this report does not recommend that UEMOA's reports include non-compliant trucks, or that CILSS stops monitoring non-compliant trucks or reports data on products that are not part of its mandate. However, if both stakeholders are willing to fully harmonize their methods, OPA surveys could include all types of trucks on transit corridors, and monitor whether the trucks are compliant or not, but keep reporting data on compliant trucks only. This way, the raw data on non-compliant trucks would be available for comparative analysis with other corridors.

In the same way, CILSS could include more types of products in its surveys, while continuing to report on the products in which it is interested. By monitoring road harassment on all the corridors where it already follows trade flows (which is where it is heading—see Section 4.5.1), CILSS' coverage will increasingly include both directions of each corridor. For example, livestock is mostly traded from Sahelian landlocked countries (Burkina Faso, Mali, Niger) to coastal countries (Benin, Côte d'Ivoire, Ghana, Guinea, Liberia, Nigeria, Senegal, Sierra Leone, Togo), while cereals generally follow the opposite path, often on the same corridors.

5.3 FOOTPRINT

UEMOA has had problems contracting with the GSA because Ghana is not a UEMOA country (see Section 4.1.4). This issue, if not sorted out, could limit the geographic scope of UEMOA's initiative by excluding non-member states. CILSS and ALCO, on the other hand, are allowed to work in all ECOWAS countries.

5.4 DATA PROVIDERS

Data collectors get their information from drivers, transporters, traders, or even customs officers, depending on the initiatives and the local context. Although different, these methods do not need to be harmonized. The data collection work should be kept flexible so that it can capture the right information.

5.5 LOCATION OF DATA COLLECTORS

Field agents are either responsible for filling in paper forms based on information provided by stakeholders (CILSS, ALCO) or ask the drivers to do so (CILSS, UEMOA). Having the drivers fill out the forms allows them to track information more accurately, since they do not need to recall what happened during their journeys. On the other hand, field agents need to spend a significant amount of time teaching the drivers how to fill out the forms and verifying the data upon reception. Some drivers are more reluctant to handle this task than they are to answer simple questions. This method also requires a data collector to be located at the arrival point or to select a driver who is certain to come back to his or her starting point.

The decision on who should fill the forms is then **based on costs**:

- If the budget allows, data collectors should be recruited at both the beginning and the end of each corridor. Manpower should be sufficient for the collectors to spend time recruiting, convincing, and teaching drivers. Communication and transport means should also be available for the data collectors to reach the drivers on their arrival at their destination.

- If the budget is limited, a limited number of data collectors should be positioned where it makes the most sense, depending on the locations of the monitored corridors. These data collectors can then

interview drivers based on their memories or hand forms to drivers who agree to fill out the form and come back to the starting point.

5.6   STATUS OF DATA COLLECTORS

Collecting data through professional associations or national bodies[5] that are focused on specific value chains or that are interested in trade and transport facilitation may lead to a relative loss of control over the data gathered. The quantity of data may vary significantly depending on external factors; its quality is also difficult to control. The skills of the field agents may not be fully appropriate. Internal issues within the associations may lead to fewer data collected, interruptions in the process, or to a drop in data quality.

On the other hand, working with professional associations allows local and sustainable capacity to be built and rich and useful relationships with local stakeholders to be developed. Data collectors within associations usually have a good knowledge of relevant industries and often have access to extensive information from other local partners. Their integration on the site is also easier: people know them personally or know their association, and their activity makes sense to everyone. As a result, they get more and better-quality data and can communicate on trends and events driving changes in a particular sector.

For these reasons, this report recommends that the organization coordinating data collection have a **direct link** with the field agents responsible for data collection from the truckers. These agents could be independent representatives but should preferably be members of a professional organization interested in either transport or trade facilitation. The key points are 1) that there be a direct reporting link, and 2) that there be frequent and easy communication between field agents and the coordinating organization.

5.7   SURVEY FORMS

Each of the three initiatives (UEMOA, CILSS, ALCO) uses paper forms that are very similar. This implies that during the process, someone has to manually copy the information from the paper form to a spreadsheet or a system. There is no need for harmonization here, but the systems could eventually be modernized by providing data collectors with connected tablets that allow them to enter data directly into an interactive database.

5.8   DATA SAMPLES

UEMOA requests the focal points to collect at least 75 forms per quarter, per corridor, and per direction. The rationale for this threshold is to get data that make sense statistically (i.e., that are less subject to random variation due to samples that may be not representative of reality).

ALCO gathers an average of 50 survey forms on road harassment every two months on both directions along the Abidjan-Lagos corridor.

CILSS now produces monthly reports, which implies that smaller samples are considered than they would be if reports were done quarterly. In addition, the forms collected are proportionally fewer than

---

5 Such as farmers', producers', traders', transporters', or drivers' unions or associations; shippers' councils; and chambers of commerce.

the ones collected by UEMOA or ALCO: about 12 forms are collected per month and per corridor. This report therefore recommends that CILSS reports quarterly on road harassment and collect **more forms,** to limit potential statistical bias. Doubling the number of forms seems reasonable and could bring a significant improvement in the data analysis.

5.9   DATABASE AND ANALYSIS

Each organization has its own database and IT system, which essentially perform the same tasks. While harmonization is not necessary here, eventually merging all the data into a single system would reduce operating costs. This would, however, involve a relative loss of control that none of the organizations may be ready to accept today.

5.10   TYPE OF INDICATORS

Table 5 below defines a list of harmonized indicators throughout initiatives.

Table 5: Harmonized Indicators

Indicators	Definition	Level of granularity
Number of controls per 100 km	Number of stops drivers experience, as imposed by a given uniformed service, excluding voluntary stops by drivers to eat or sleep	• Corridor • Direction • Uniformed service • Product type • Compliance status
Bribes (in USD equivalent) per 100 km	Illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included	
Delays (min) per 100 km	Time spent at a checkpoint due to controls, as imposed by a given uniformed service, excluding voluntary pauses (to eat, rest, pray, etc.)	
Border-crossing time (min)	Time spent at a both border posts, excluding voluntary pauses (to eat, rest, pray, etc.)	• Border • Direction • Product type • Compliance status

5.10.1   TYPE OF PRODUCTS

Road harassment can vary significantly, depending on the products being transported. For instance, trucks carrying perishable goods or live animals are much more time-sensitive and consequently the drivers are usually more willing to pay bribes. Corrupt officers know this and abuse their power by harassing these trucks more than others.

Therefore, it makes sense to monitor road harassment for specific products. ALCO and UEMOA could ensure that their surveys delineate and report on products by type. This change was originally foreseen as part of the upgrade of the OPA dedicated software used by UEMOA on transit corridors (see terms of reference in Annex B), even though the upgrade, agreed-upon in 2011, has not yet been implemented.

5.10.2 TRUCK COMPLIANCE

To cover all types of trade on transit corridors, including trade in goods that are not fully compliant with applicable regulations (e.g., no certificate of vaccination, loading or unloading of goods en route), the monitoring for each trip must track whether or not the transport is fully compliant and, if not, what aspects are not compliant.

Even before considering including all types of trucks in UEMOA's surveys, it could be worth comparing harassment of compliant trucks only. This would require ALCO and CILSS to monitor the status of each truck (i.e., whether or not the truck is compliant) so that more relevant comparative analyses could be conducted on compliant trucks only.

5.10.3 NUMBER OF CONTROLS

ALCO defined and calculated the number of checkpoints differently than did the ATP Projects, CILSS, and UEMOA. ALCO has been monitoring the number of physical barriers, while the other initiatives have monitored the number of controls. If a truck passes through a barrier without being stopped by anyone, it is not considered a "control." If the driver is stopped, or "controlled," twice at a single checkpoint (for example, once by the police and once by customs) this represents two controls but only one barrier. Because road harassment is more a result of controls than physical barriers, this report recommends that ALCO start monitoring the number of controls, in addition to its other indicators.

5.10.4 BRIBES AND DELAYS

While ALCO has monitored bribes and delays along the Abidjan–Lagos corridor, these indicators are not part of its mandate and it does not include them in its annual report. Still, the OPA experience shows that reports on bribes and delays have aroused the interest of a growing number of stakeholders, especially in Togo, Benin, and Côte d'Ivoire. Therefore, this report recommends that ALCO publish its results on bribes and delays in a dedicated simple report and share that report widely.

5.10.5 BORDER CROSSING TIME

The vast majority of transport stakeholders in West Africa are very aware that border crossings are a major bottleneck in regional trade and transport. However, only ALCO and CILSS monitor border-crossing times on a regular basis. Borderless Alliance has measured border-crossing times at the BICs, and several other studies (such as the ALCO study at Malanville–Gaya at the Benin–Niger border; see Section 4.5.2) have covered the topic, but there is no recurrent monitoring process in place. This report recommends, therefore, that UEMOA start monitoring border-crossing times along transit corridors. The OPA survey forms have already been updated to cover border-crossing times. The terms of reference for the OPA software upgrade also include this indicator.

5.11 PERIODICITY OF DATA COLLECTION

The focal points for CILSS and UEMOA collect road harassment data on a continuous basis, while ALCO collects the data once every two months. CILSS reports on data on a monthly basis, UEMOA on a quarterly basis, and ALCO on a yearly basis.

Experience shows that a quarter is a good period of time to illustrate the evolution of road harassment situations at the country, corridor, and regional levels. This report recommends, therefore, that each

initiative continues its current schedule for collecting data but that ALCO reports on bribes, delays, and the number of controls on a quarterly, rather than annual, basis. This report also recommends that CILSS reports quarterly on road harassment, which seems sufficient to raise interest and show significant variation, and would allow taking into account larger data samples (see Section 5.8).

On a more local level, such as by province within a country, it could be useful to track the evolution of road harassment on a more frequent basis (e.g., monthly). This would enable stakeholders to link the release or enforcement of new regulations with their concrete effects in the field.

5.12 JOINT MAPS

While the maps presented by UEMOA and ALCO are easily understandable by a wide audience, the CILSS map is much more specific and has to be manipulated with care to avoid misinterpretation. Indeed, each corridor shown in the CILSS maps represents the situation of a specific value chain in a specific direction, and takes into account compliant as well as non-compliant transport. Furthermore, some of the corridors monitored by CILSS overlap amongst themselves. It is confusing to differentiate checkpoints on overlapping sections. To address this challenge, this report recommends that CILSS do the following:

- Release **one map per value chain** (i.e., not show several specific value chains in the same map)
- Show the direction being tracked
- Not release joint maps that include both CILSS corridors and UEMOA or ALCO corridors

A joint map that shows UEMOA and ALCO corridors (as done twice in 2010; see Figure 1) is however still recommended. The type of trucks considered should however be the same (see Section 5.2): it should either represent only compliant trucks – i.e. no more non-compliant trucks on the coastal corridor – or all types of trucks – i.e. non-compliant trucks added to the surveys on transit corridors. The map should also include the number of controls, bribes, and delays, as well as border crossing times (see Sections 5.10.3, 5.10.4, and 5.10.5).

6. SORT OUT DATA COLLECTION ON TRANSIT CORRIDORS – ANALYSIS OF OPTIONS

The findings of this study highlighted the issues preventing road harassment data from being collected properly on the transit corridors (i.e. corridors corresponding to UEMOA's mandate). Assuming that this data should be monitored again, this section recommends several ways to do this.

6.1 STRENGTHS AND WEAKNESSES

In considering stakeholders' ability to tackle some of the tasks involved in data collection and dissemination, it is useful to understand their strengths and weaknesses. This section describes those strengths and weaknesses, which are summarized in Table 6 below.

Table 6: Stakeholders' Key Strengths and Weaknesses

	Strengths and Opportunities	Weaknesses and Constraints
ALCO	- Has ECOWAS mandate - Intends to become sustainable organization - Has long experience in transport data collection	- Primarily focuses on health - Currently depends on donor funding - Has almost no experience on hinterland corridors
Borderless Alliance	- Provides regional coverage - Has private sector representation - Is flexible	- Is not yet fully financially independent - Has unclear mandate (to some partners) - Lacks executive-level influence - Has small team
CILSS	- Provides regional coverage - Becoming recognized as ECOWAS technical body - Gained experience from ATP Projects	- Focuses on food security - Depends on donor funding
ECOWAS	- Offers comprehensive regional coverage - Has strong credibility	Has heavy bureaucracy; is slow
European Union	- Interested in transport facilitation - Launched initiative on technical assistance to RECs	Has slow decision and approval processes
Local data collection subcontractors (private companies/independent agents)	- Are flexible, easy to control - Have low costs	Lack experience; need training
OPA focal points (shippers' councils/ chambers of commerce)	- Possess field and local stakeholder knowledge - Interested in transport facilitation - Have long experience with OPA	- Some lack financial means - Cover only eight countries

Professional associations	• Possess field and local stakeholder knowledge • Many have experience with similar former initiatives	• Lack financial resources • Are difficult to control
SSATP	• Has strong interest in transport facilitation • Is active in developing pilot web-based tool • Has experience with other African transport observatories	• Focuses on policies/methodologies
Trade Hub project	• Has strong interest in transport facilitation • Has experience with OPA	• Has small team • Is not sustainable organization • Focuses on six countries for TTEE
UEMOA	• Is a regional body • Has long experience with OPA	• Lacks human resources • Does not have an operational culture • Has heavy bureaucracy; is slow • Has difficulty working with non-member states
USAID	• Interested in transport facilitation • Offers multiple projects (that address different aspects of problem)	• Has slow decision and approval processes • Offers multiple projects (creates potential overlap)

Although **ALCO** used to operate as a project (with fixed start and end dates) and focus only on the Abidjan–Lagos corridor, it now intends to become a sustainable, fully regional organization. Its long experience in transport data collection, its former partnership with WATH, its current partnership with Borderless Alliance, and its ECOWAS mandate all combine to make ALCO a partner of choice. Transport, however, is not the primary focus of ALCO, and the organization is still mostly dependent on donor funding. Finally, the coastal corridor and the hinterland corridors have different characteristics, especially regarding transporters' and freight forwarders' professionalization level.

Borderless Alliance has been created to advocate for the free movement of goods and people in West Africa. It is a public and private sector alliance, has a young and dynamic structure, and is steadily growing. Borderless Alliance has depended heavily on USAID funds. A further challenge is that the alliance's multiple activities and the relative newness of its concept make its mandate unclear to some of its partners.

As an organization, **CILSS** benefits from more than 40 years of experience in regional issues. It is increasingly becoming the technical body of ECOWAS. In addition, its road harassment data collection efforts have been consistent and steady, with an expanding scope, and with excellent experience transferred from the ATP Projects. However, CILSS' work on road harassment focuses more on food security than on imports from and exports to outside the region. Its activities are also highly dependent on donors' objectives.

ECOWAS is obviously the most legitimate organization to champion a regional initiative. It has, however, a very heavy and bureaucratic structure.

As a major donor very interested in transport facilitation, the **European Union** must be involved in the data collection initiatives, even though its decision processes can be very long.

It is always possible to contract individuals or **local companies** to perform basic data collections tasks. They are usually flexible and offer low operational costs. However, unless they were involved in similar initiatives in the past, they have to be extensively trained and followed.

OPA focal points (shippers' councils or chambers of commerce) have been responsible for data collection on transit corridors since 2006 (for some). Recent experience showed that although transport facilitation is a key objective for these organizations, only some of them (specifically CCIAD, CBC, and CCI-CI) have been both willing to keep collecting data and able to finance this activity. Another constraint is that there are focal points in place in only eight countries.

Professional associations have the deepest knowledge of their particular sectors. Some have also been involved in successive data collection initiatives and developed relevant capabilities. Financing is, however, a widespread problem for most West African professional associations. In addition, it may be difficult to control the work allocated to associations that existed for years.

Since its inception in 1987, the World Bank's **SSATP** has focused on trade and transport facilitation throughout Africa, and has worked in particular on transport observatories in Eastern and Southern Africa. Recently, the program made progress in setting up a web-based platform to gather data for the Regional Transport and Facilitation Observatory. Apart from this, SSATP's main activities in West Africa so far have been related to policy and definition of methodologies (e.g. road governance indicators, transport observatory).

As a donor project, the **Trade Hub** is not a sustainable organization that can host activities meant to be recurrent. Furthermore, its strategy relies on working with local partners rather than on handling tasks internally. Its TTEE component also focuses on five priority corridors, covering only six countries in the region. As the successor project to WATH, however, the Trade Hub can leverage WATH's successful experience with OPA.

Although **UEMOA** has overseen the OPA initiative since 2005, it does not currently have the capability to coordinate it properly. Reasons include its heavy bureaucracy and internal communication issues. Although it is a regional body, UEMOA has found its work with ECOWAS and with non-UEMOA countries very difficult, especially due to legal issues and the language barrier.

USAID's numerous projects and initiatives are a strength, thanks to the wide variety of issues they address. This same variety is also a weakness, however, since the risk of overlap can lead to misuse of resources and confusion from the partners. Decision and approval processes can be long.

6.2 FUNDING AND INTEREST

Although UEMOA does allocate part of its budget to OPA, additional funding remains necessary if data is to be properly collected and disseminated. Activities to be financed (in addition to those already covered by UEMOA) include the labor of a dedicated coordination team, the increase in focal point fees, the renewal of the fleet of computers, verifications trips, printing and distribution of forms, training of new field agents, dissemination events, and contributions to financing the steering committee meetings (see Section 4.1).

Unless ECOWAS allocates some budget to the data collection on transit corridors, and before a self-sustaining Regional Transport and Facilitation Observatory is in place (e.g., through paying reports, data available to paying members only, financing from the ports), the sustainability of the data collection activity remains at risk.

Any donor or organization that has sufficient financial capacity and that is interested in resuming the data collection effort on transit corridors could fund this activity, either directly or through one of the actors

considered in Section 6.3 below. USAID, however (because of its strategy and past experience), is best-positioned to fund an activity that:

- Contributes to more and easier trade within the region,

- Facilitates exports to and imports from outside the region,

- Complements other USAID-funded project activities,

- Is widely considered to be a successful and useful initiative in the region,

- Produces very visible and appreciated results (e.g. maps), and

- Allows partnership with and capacity building of many regional and local stakeholders.

Without any assistance, there is a high risk of continued demobilization of the workforce at the focal points, loss of credibility of the OPA reports, and decreased contributions from the transport community in the region.

6.3   PROPOSED WORK SCHEMES

Table 7 below describes the pros and cons of several options that have been considered to sort out the data collection process on transit corridors. Options are sorted from the most desirable to the least desirable.

Table 7: Options for Coordinating Data Collection on Transit Corridors

	Advantages	Disadvantages
1. Expand CILSS mandate to OPA	- Is relatively feasible - Provides ECOWAS coverage - Is sustainable	- Does not have direct link with drought and food security issues - Faces reluctance from UEMOA
2. Expand ALCO mandate to OPA	- Is relatively feasible - Provides ECOWAS coverage - Is becoming sustainable	- Involves many new countries - Faces reluctance from UEMOA
3. Ramp up a new organization	- Has neutral status toward other stakeholders - Is adaptable to specific needs	- Involves much training - Needs a long ramp-up phase
4. Expand Borderless Alliance mandate to OPA	- Is feasible; needs little training - Provides ECOWAS coverage	Creates confusing positioning
5. Rely on Trade Hub as a transition to the Observatory	- Is feasible; needs no training; would quickly resume WATH activities - Provides fast, concrete results	- Is not sustainable - Some corridors are not Trade Hub focus - Is tied to progress of the Observatory
6. Provide technical assistance to UEMOA	- Clarifies UEMOA's mandate on OPA - Is sustainable	- Does not have resources ready to be trained; creates potentially long delays - Faces potential issues to work in non-UEMOA countries
7. Expand SSATP mandate to OPA	- Has neutral status toward other stakeholders - Is sustainable	- Does not have resources ready to be trained; creates potentially long delays - Very different type of mandate

Table 8 below proposes a more quantified approach to rating the various options than Table 7. Each criterion is evaluated from 1 (less desirable) to 4 (most desirable). Rating the options remains subjective

to a certain extent, however. Although weights could be given to each criterion, depending on its relative importance, or new criteria could be added, it would be difficult to determine commonly agreed-upon weights. Therefore, the total in Table 8 is a straight sum—no weights have been attributed. Approaches based on eliminatory criteria or geometric averages would have given the same results.

Table 8: Rating of Options for Coordinating Data Collection on Transit Corridors

Criteria / Options	Sustainability	Efficiency	Implementation Success	Minimal Training Involved	Consistent Mandate	Regional Footprint	Total
1. Expand CILSS mandate to OPA	4	3	3	3	2	4	**19**
2. Expand ALCO mandate to OPA	3	3	3	3	3	3	**18**
3. Ramp up a new organization	2	2	4	1	4	4	**17**
4. Expand Borderless Alliance mandate to OPA	3	2	3	3	1	4	**16**
5. Rely on Trade Hub as a transition to the Observatory	1	4	2	4	2	1	**14**
6. Provide technical assistance to UEMOA	4	1	1	2	3	2	**13**
7. Expand SSATP mandate to OPA	4	1	1	1	1	4	**12**

In Table 8 above, the sustainability criterion addresses only the question of whether the coordinating body is sustainable as an organization. The sustainability of the funding is addressed in Section 6.2. Efficiency means the foreseen ability of the coordination team to perform well. Implementation success refers to the risk that the handover and training process will be delayed, incomplete, or even fail. The other criteria are self-explanatory. The amount of training required will be the main driver of the feasibility and the transition time of an option. The way each of the various options would work is detailed below.

Table 9 below describes the responsibilities of each stakeholder for each of the options

Table 9: Sharing of Responsibilities

Responsibilities / Options	Collect data from drivers	Coordinate focal points' work	Analyze data and rite report	Disseminate report	Validate report	Host and manage database	Organize verification trips
1. Expand CILSS mandate to OPA	Focal points	CILSS	CILSS	CILSS	UEMOA	UEMOA	CILSS
2. Expand ALCO mandate to OPA	Focal points	ALCO	ALCO	ALCO	UEMOA	UEMOA	ALCO
3. Ramp up a new organization	Focal points	TBD	TBD	TBD	UEMOA	UEMOA	TBD

4. Expand Borderless Alliance mandate to OPA	Focal points	BA	BA	BA	UEMOA	UEMOA	BA
5. Rely on Trade Hub as a transition to the Observatory	Focal points	Trade Hub	Trade Hub	Trade Hub	UEMOA	UEMOA	Trade Hub
6. Provide technical assistance to UEMOA	Focal points	UEMOA	UEMOA	UEMOA	UEMOA	UEMOA	UEMOA
7. Expand SSATP mandate to OPA	Focal points	SSATP	SSATP	SSATP	UEMOA	UEMOA	SSATP
8. Example of Hybrid Option	Focal points	CILSS	CILSS	BA	UEMOA	UEMOA	CILSS

6.3.1 OPTION 1: EXPAND CILSS MANDATE TO OPA

Under this option, CILSS would handle the coordination of data collection and dissemination. For this option to be effective, the CILSS management would have to accept the inclusion of this activity within its scope, even though it is not directly linked to the CILSS mandate, and UEMOA and CILSS would have to agree to partner. CILSS would contract the existing focal points and work with UEMOA, just as WATH was doing. Minimal training would be needed for CILSS to produce the reports and pay the focal points. Additional USAID funding could be combined with existing USAID funding to CILSS to cover regional trade monitoring.

6.3.2 OPTION 2: EXPAND ALCO MANDATE TO OPA

Under this option, ALCO would handle the coordination of data collection and dissemination. Because ALCO is willing to expand its scope, there is not likely to be any reluctance from the organization's management to handle this activity. UEMOA, however, would need to agree to partner with ALCO on the initiative. ALCO would contract the existing focal points and work with UEMOA, just as WATH was doing. The organization would need minimal training to produce the reports, pay the focal points, and handle dissemination events.

6.3.3 OPTION 3: RAMP UP A NEW ORGANIZATION

An independent organization, most likely a private firm, would handle the coordination of data collection and dissemination under this option, on behalf of UEMOA. Due diligence would be needed to pre-identify the most relevant organizations that could handle the coordination of data collection. Selection criteria should include the organization's experience in the transport sector; the skills available internally (transport sector knowledge, languages, IT, education); the organization's network of contacts; its financial health; its size; its financial capacity to cover the necessary costs and working capital needs; and facilities available. This organization should not be a national body, to ensure that the analysis is as neutral as possible. A normal bidding process would be used to establish a short list and then to award the contract. The organization would work on behalf of UEMOA and contract with the focal points. Significant training and a potentially long ramp-up process would be needed.

6.3.4   OPTION 4: EXPAND BORDERLESS ALLIANCE MANDATE TO OPA

Borderless Alliance would handle the coordination of data collection and dissemination under this option. A robust communication campaign would be needed to clarify the alliance's role in report production and advocacy. The management team would have to prepare a strong argument to demonstrate the absence of any conflict of interest. Criticism is likely to arise. Borderless Alliance would work in partnership with UEMOA. Since UEMOA approached the alliance to produce the 24th report, this option is likely to get strong buy-in from UEMOA. Minimal refresher training would be needed for Borderless Alliance to produce the reports and pay the focal points.

6.3.5   OPTION 5: RELY ON THE TRADE HUB AS A TRANSITION TO THE OBSERVATORY

Under this option, the Regional Transport and Facilitation Observatory, once operational, would handle the coordination of the data collection and dissemination. Until the Observatory is in place, however, the Trade Hub would handle these tasks. This option is the only one that relies on effective implementation of the Observatory. It means that the Observatory would need to be up and running before the closure of the Trade Hub. This option's success is therefore at risk and depends on the progress of the development of the Observatory. No training would be needed. The Trade Hub would contract the focal points and work on behalf of UEMOA. A strong follow-up on the Observatory working group's work would be mandatory.

6.3.6   OPTION 6: PROVIDE TECHNICAL ASSISTANCE TO UEMOA

This option assumes that UEMOA is able to hire a dedicated coordination team. This team would be trained extensively. An arrangement would need to be made to remunerate focal points in non-UEMOA countries.

6.3.7   OPTION 7: EXPAND SSATP MANDATE TO OPA

Under this option, SSATP would handle the coordination of data collection and dissemination. Although SSATP's mandate covers the whole of Sub-Saharan Africa, this type of task is not usually handled by SSATP, which main activities in West Africa so far have been related to policy and definition of methodologies (e.g. road governance indicators, transport observatory). Agreement from the management is therefore a strong pre-requisite. UEMOA, also, would need to agree to partner with SSATP on the initiative. SSATP would contract the existing focal points and work with UEMOA, just as WATH was doing. The organization would need important training, just as any new organization would.

6.3.8   OTHER OPTIONS

A number of "hybrid" options are also possible, based on the six options proposed above. For instance, Borderless Alliance could be fully responsible for dissemination of the reports only, while ALCO or CILSS handles focal point coordination and report production. Or UEMOA could keep paying and coordinating the focal points while an independent consultant would write the report, and UEMOA would manage the dissemination with complementary funding from a donor.

The drawback of hybrid options is that by multiplying the actors involved in the process they also multiply the risks of communication issues, delays, and confusion among partners.

In addition, this study explored and rejected a number of other options, including these:

- Transferring OPA to ECOWAS: this would deteriorate the relationship between UEMOA and ECOWAS, the transition time would be very long, and the end results are uncertain.

- Creating a new Observatory from scratch: this is very unlikely to get the buy-in needed from UEMOA.

6.4 DATA COLLECTORS

The examination of data harmonization possibilities (see Section 5) showed that the system of focal points used to collect data on transit corridors, together with the OPA software and the database located at UEMOA, are both performing well and relatively cost-efficient. It is therefore recommended to maintain this aspect of the process. Despite this, there are cheaper alternatives, including:

- Contracting a limited number of independent field agents located at strategic places who would distribute forms to drivers, transporters, or traders who would return to the location where they are given the form; or interviewing drivers, transporters, or traders based on past trips. This corresponds to CILSS' current methodology (see Section 4.2.1.1).

- Contracting surveyors to drive along the corridors on a regular basis and monitor the road harassment situation. This corresponds to ALCO's current methodology (see Section 4.3).

These alternatives are not recommended because they would negatively affect the quantity and quality of data gathered.

7. REINVIGORATE THE DEVELOPMENT OF THE REGIONAL TRANSPORT AND FACILITATION OBSERVATORY

A number of actions should be taken to expedite the development of the Regional Transport and Facilitation Observatory. One of the reasons the Observatory has not seen significant progress during the past 18 months is that there has not been a facilitator to take the lead in organizing working group meetings, facilitating the meetings, following up on the action plan and production of deliverables, and translating the documents. The Trade Hub, through its Trade and Transport Enabling Environment component, is well-positioned to play this role. Meetings should be organized on at least a quarterly basis to maintain momentum among stakeholders and to push the process forward as fast as possible.

Although the EU has moved toward disbursing funds to develop the Observatory—in a joint effort with UEMOA and ECOWAS—it seems that USAID has not, despite a plan to do so. The progress of this financing should be assessed and blocking points analyzed, to see how USAID's financial support to the Observatory can move forward.

The Trade Hub should use its experience with OPA and data collection in West Africa to help SSATP move forward on development of the web-based platform. The Trade Hub could provide expertise on potential sources of data, data quality, analysis of potential users' needs, and country-specific transport issues.

8. SUMMARY OF RECOMMENDATIONS

This Chapter summarizes the best-recommended options as detailed in the previous Chapters.

8.1 DATA HARMONIZATION

This report recommends that any initiatives of transport data collection in West Africa, and especially the ones dealing with road harassment data, should move progressively toward relevant collaboration and harmonization of indicators and data collection methods, while keeping considering the core focus of each initiative.

Actions of harmonization of indicators, level of granularity and methods should be progressively implemented, based on their feasibility and impact. Table 4 represents all of the recommended actions together with their priority level.

This report also recommends that CILSS release one map per value chain (i.e., not show several specific value chains in the same map), show the direction being tracked, and not release joint maps that include both CILSS corridors and UEMOA or ALCO corridors.

8.2 DATA COLLECTION ON TRANSIT CORRIDORS

Given stakeholders' respective strengths, weaknesses, and official mandates, this report recommends that USAID finance the extension of CILSS activities to the collection of road harassment data on transit corridors (Option 1 described in Chapter 6). CILSS would handle the coordination of data collection from existing OPA focal points, and its dissemination, together with BA, on behalf of UEMOA. CILSS would contract the existing focal points. UEMOA would keep validating the report and disseminating it. Table 9 the detailed sharing of responsibilities for all the options considered, including preferred Option 1. The Trade Hub should provide appropriate training to CILSS on reports production and focal points coordination and payment.

This report recommends that Borderless Alliance focus on the dissemination of the report, in collaboration with CILSS. A joint and coordinated effort should allow a relevant and balanced sharing of the types of event and the locations covered, between events organized by BA and those organized by CILSS. All these events, whoever organize them, should involve BA as well CILSS to maintain a fruitful collaboration and avoid any confusion within the audience. This joint effort should help maximizing the number and type of stakeholders reached and sensitized.

8.3 REGIONAL OBSERVATORY DEVELOPMENT

This reports recommends that the Trade Hub play a strong role in coordinating the development of the Regional Transport and Facilitation Observatory. This would involve organizing meetings, following-up action plans and deliverables during meetings and in between meetings, and providing expertise and technical assistance as needed to stakeholders and to RECs especially.

9. ACTION ROADMAP

9.1 ACTION PLANS

Consistent with the recommendations detailed above, Table 10 below lists a series of short-term actions that should begin immediately.

Table 10: Short-Term Action Plan

Action	Responsible
1. Draft formal letters for UEMOA to send to each focal point, formally asking them to: • Contribute more actively to OPA by financing a number of activities themselves (logistics support to focal points, printing of forms, etc.) • Enquire about hiring field agents and securing their salaries to avoid loss of capacity	Trade Hub
2. Fix the software issues in Benin, Niger, and Togo as soon as possible	UEMOA
3. Consider renewing the fleet of computers for each OPA focal point	UEMOA
4. Formally ask UEMOA for the road governance data from the third quarter 2013 to the second quarter 2014 in order to produce a 25th report	Borderless Alliance
5. Consider producing a 25th report, which would be more recent and relevant, to present during the next three dissemination workshops funded by JICA	Trade Hub, Borderless Alliance
6. Participate in OPA steering committee; clarify roles and responsibilities of various actors	Trade Hub, Borderless Alliance
7. Assess possibility of collecting more forms as part of road harassment data collection effort and to report quarterly on road harassment (see Section 5.8)	CILSS
8. Assess possibility of including type of product and number of controls as part of regular data collection effort (see Sections 5.10.1 and 5.10.3)	ALCO
9. Provide Borderless Alliance, CILSS, and Trade Hub with data on bribes and delays (see Section 5.10.4) and report quarterly on road harassment (see Section 5.11)	ALCO
10. Assess possibility of extending corridors where CILSS monitors road harassment and trade flows to fully cover Trade Hub scope	USAID
11. Assess the possibility of financing resuming of harassment data collection on transit corridors, and select an option for roles and responsibilities sharing	USAID and other donors
12. Support ECOWAS for organization of next Observatory working group meeting (see Section 7)	Trade Hub

Table 11 below lists mid-term actions that should be completed within a year.

Table 11: Mid-Term Action Plan

Action	Responsible
1. Sort out the contracting of organizations outside the UEMOA area (non-member states)	UEMOA
2. Locate data collectors at beginning and end of corridors	ALCO, CILSS
3. Partner with professional associations to collect data	ALCO
4. Upgrade OPA's dedicated software	UEMOA
5. Monitor whether the transport is fully compliant or not, and what aspects may not comply with applicable regulations	ALCO, CILSS
6. Recruit an train the coordination team responsible for harassment data collection on transit corridors as needed	Trade Hub

Action	Responsible
7. Revise the focal points contract to improve working condition and adapt contracting terms depending on the coordination team	Coordination team (depending on option chosen)
8. Follow-up the development of the Observatory in 2015 • Meetings organization • Action plan and deliverables follow-up • USAID financing process follow-up • SSATP-GAINDE platform development and data upload	Trade Hub

Table 12 below lists long-term actions that will take more than a year to be completed.

Table 12: Long-Term Action Plan

Action	Responsible
1. Follow-up the development of the Observatory in 2016-2017 • Meetings organization • Action plan and deliverables follow-up	Trade Hub
2. Include non-compliant trucks in the surveys	UEMOA
3. Include more types of products in the surveys	CILSS
4. Merge databases	UEMOA, ALCO, CILSS

9.2 BUDGET AND RESOURCE GAPS

9.2.1 DATA HARMONIZATION

Having data collectors located at the beginning and the end of each corridor followed by CILSS and ALCO will involve hiring four focal points for ALCO (one at each port except Cotonou where ALCO is located) and eight focal points for CILSS (where there is no CILSS focal point currently for road harassment data, i.e. in Conakry, Bouake, Koutiala, Koury, Accra (Ashiaman), Pouytenga, Parakou, and Niamey). Assuming annual fees of USD 20,000 per focal point, this will involve additional recurring costs of USD 240,000 per year.

Given the current labor allocated by CILSS on data collection, increasing the number of forms collected by CILSS should involve an additional workload of two full-time equivalent.

In 2011, the upgrade of the OPA software has been estimated to USD 7,500.

The merging of databases will involve significant IT expert labor but should not exceed USD 20,000.

Reporting quarterly on road harassment should involve an additional workload of 15 man-days per year for ALCO.

The other actions contributing to data harmonization come with no significant cost as they consist in simple methodology changes.

Table 13: Data Harmonization Estimated Budget

Action	Fixed Cost	Recurring Cost
New focal points for CILSS and ALCO		USD 240,000
Increasing the number of forms collected by CILSS		2 FTE
OPA software upgrade	USD 7,500	
Merge databases	USD 20,000	
Quarterly ALCO report		15 man-days

9.2.2 DATA COLLECTION ON TRANSIT CORRIDORS

9.2.2.1 Training cost

Depending on the options chosen, training costs – which only involve labor – to ramp-up the new team in charge of data collection and focal points' work coordination will vary from **10 to 40 man-days**. They are negligible as compared to recurring costs.

9.2.2.2 Recurring costs

The former WATH budget of $2.5 million allocated yearly to OPA gives a fair idea of what would be needed. The progressive expansion of the initiative's footprint should include increasing this amount to $5.4 million, as detailed in Table 14 below. Recurring costs may also be subject to the profit margin and overhead cost structure of subcontractors, depending on the option chosen. The costs in the table below include 20 percent in general and administrative costs.

Table 14: Estimated Budget to Coordinate Data Collection on Transit Corridors

Assumptions		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Number of countries		6	8	11	12	14	14
Number of focal points		6	8	11	15	20	20
Number of ports		4	5	8	11	13	13
Number of inland terminals		2	3	3	4	7	7
Number of transit corridors		6	7	13	18	22	22
Staff - WA (FTE)		6	7	10,5	13,5	16,5	17,5
Staff - TCN (FTE)		3,5	4,5	4,5	5,5	5,5	5,5
Budget (USD)							
Labour and allowances – WA@	50 000	300 000	350 000	525 000	675 000	825 000	875 000
Labour and allowances – TCN @	250 000	875 000	1 125 000	1 125 000	1 375 000	1 375 000	1 375 000
Travel - 12 trips / year / staff @ 1.2*(2000 +5x300)	4 200	478 800	579 600	756 000	957 600	1 108 800	1 159 200
National events - 4 events / year / country @	12 000	288 000	384 000	528 000	576 000	672 000	672 000
Regional events - 2 events / year @	100 000	200 000	200 000	200 000	200 000	200 000	200 000
Focal points fees - per focal point @	30 000	180 000	240 000	330 000	450 000	600 000	600 000
Verification trips - 4 trips / corridor/ year @	2 400	57 600	67 200	124 800	172 800	211 200	211 200
Grants for dissemination and media coverage - per country @	15 000	90 000	120 000	165 000	180 000	210 000	210 000
Printing & promotional material - per country @	10 000	60 000	80 000	110 000	120 000	140 000	140 000
TOTAL		2 529 400	3 145 800	3 863 800	4 706 400	5 342 000	5 442 400

Assumptions: all costs inclusive of 20% General and Administrative costs

9.2.3 REGIONAL OBSERVATORY DEVELOPMENT

The coordination of the development of the Regional Observatory (organizing meetings, following-up action plans and deliverables during meetings and in between meetings, and providing expertise and technical assistance to stakeholders) should involve **0.2 full-time equivalent** (50 man-days per year).

ANNEX A: ASPECTS OF DATA COLLECTION METHODOLOGY

The indicators reported by UEMOA from the surveys on transit corridors and by CILSS on regional trade corridors are defined as follows:

- The number of **controls** is the average number of stops drivers experience, as imposed by a given uniformed service, excluding voluntary stops by drivers to eat or sleep.

- **Delays** are the total time spent at a checkpoint, excluding voluntary pauses (to eat, rest, pray, etc.).

- **Bribery** refers to illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included.

Trucks monitored on transit corridors haul all types of goods and are completely legal, with proper documentation for both the driver and the cargo. The truck itself must be roadworthy and should not be harassed at all according to the applicable regulations.

By comparison, trucks monitored by CILSS haul specific types of goods, including perishable food staples. These trucks and their cargoes are not always in conformity with applicable laws.

ANNEX B: SUMMARY OF CURRENT AND RECOMMENDED INDICATORS

Table 15: Current Indicators

Initiative	Indicators	Definition	Level of granularity
OPA (UEMOA)	Number of controls per 100 km	Number of stops drivers experience, as imposed by a given uniformed service, excluding voluntary stops by drivers to eat or sleep	• Corridor • Direction • Uniformed service • Compliance (only compliant trucks)
	Bribes (in USD equivalent) per 100 km	Illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included	
	Delays (min) per 100 km	Time spent at a checkpoint due to controls, as imposed by a given uniformed service, excluding voluntary pauses (to eat, rest, pray, etc.)	
CILSS	Number of controls per 100 km	Number of stops drivers experience, as imposed by a given uniformed service, excluding voluntary stops by drivers to eat or sleep	• Corridor • Direction (one per corridor) • Product (one per corridor) • Uniformed service
	Bribes (in USD equivalent) per 100 km	Illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included	
	Delays (min) per 100 km	Time spent at a checkpoint due to controls, as imposed by a given uniformed service, excluding voluntary pauses (to eat, rest, pray, etc.)	
	Border-crossing time (min)	Time spent at a both border posts, excluding voluntary pauses (to eat, rest, pray, etc.)	• Border • Direction (one per corridor) • Product (one per corridor)
ALCO	Number of checkpoints per 100 km	Number of physical checkpoints were uniformed services stay and may stop and control vehicles	• Corridor (only one) • Direction • Uniformed service
	Bribes (in USD equivalent) per 100 km	Illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included	
	Delays (min) per 100 km	Time spent at a checkpoint due to controls, as imposed by a given uniformed service, excluding voluntary pauses (to eat, rest, pray, etc.)	
	Border-crossing time (min)	Time spent at a both border posts, excluding voluntary pauses (to eat, rest, pray, etc.)	• Border • Direction

Table 16: Recommended Harmonized Indicators

Indicators	Definition	Level of granularity
Number of controls per 100 km	Number of stops drivers experience, as imposed by a given uniformed service, excluding voluntary stops by drivers to eat or sleep	• Corridor • Direction • Uniformed service • Product type • Compliance status
Bribes (in USD equivalent) per 100 km	Illegal sums taken from drivers by agents of uniformed services. Bribes taken by other actors, such as freight forwarders, are not included	
Delays (min) per 100 km	Time spent at a checkpoint due to controls, as imposed by a given uniformed service, excluding voluntary pauses (to eat, rest, pray, etc.)	
Border-crossing time (min)	Time spent at a both border posts, excluding voluntary pauses (to eat, rest, pray, etc.)	• Border • Direction • Product type • Compliance status

Methodology

The raw data needed for the four indicators in the Table 16 above may be collected by truck drivers, transporters, traders, or ad hoc surveyors, depending on the corridors, product type, and compliance status, to ensure both data quantity, i.e. statistically representative samples, and quality, i.e. data as close to reality as possible. As far as possible, they should be collected on the spot to avoid human errors, which usually involves filling dedicated paper forms. Data should be collected at the arrival by focal points permanently located where trucks wait for their next trip. In addition to recruiting and sensitizing data collectors, the focal points should verify that forms are filled-in correctly, possibly by interviewing the person who filled the form. Data should then be uploaded in a database and another verification step should avoid possible data entry mistakes.

Verification trips should be conducted by a dedicated surveyor travelling with a usual truck, at least once per quarter on each corridor (both directions) and results should be compared with regular data collected. This will help identifying potential bias from data collectors.

ANNEX C: TERMS OF REFERENCE FOR OPA INFORMATION SYSTEM UPGRADE

Context

Since 2006, the Road Governance initiative (OPA in French for *Observatoire des Pratiques Anormales*) has collected and analyzed data, and disseminated results on a quarterly basis, in eight countries: Benin, Burkina Faso, Côte d'Ivoire, Ghana, Mali, Niger, Senegal, and Togo.

The following terms of reference address two main purposes:

- Conduct new analyzes that need additional types of data to be collected;

- Improve the quality of the data.

Activities

I. Add the following variables on the survey forms, and update the OPA software accordingly to take these variables into account:
    1. Direction (Import, Export, Intra-regional)
    2. Legal truck (Yes/No)
    3. Product Name
    4. Product Code
    5. Departure date and time
    6. Arrival date and time
    7. Waiting time between unloading and loading at departure
    8. Waiting time between loading and departure
    9. Waiting time between arrival and unloading
    10. Bribes between unloading and loading at departure
    11. Bribes between loading and departure
    12. Bribes between arrival and unloading
    13. Processing times at each border post
    14. Arrival and departure date and time at each border post
    15. Bribes at weighbridge stations
    16. Time of occurrence of each control.

II. Update the OPA software so that:
    1. The focal point can update the data entries several times before sending them to UEMOA
    2. Pre-defined lists of locations and services for each location can be updated on a regular basis, based on verification trips or other sources of information
    3. The control date must be later than the departure date
    4. There must be at least one control at each border post

5. A control can be done only by a service belonging to the pre-defined list of each location
6. Any bribes amount must be more or equal to 100 FCFA or to 1 GHS
7. Any delay for each service and each location must be more or equal to 1 minute
8. The trip code must be unique, composed of exactly 8 digits, and start with one of the following country codes: 20, 21, 23, 24, 25, 26, 27, 28, 29, 31, 32, 33, 34, or 45
9. The trip code must start with the country code of either the departure country, or the arrival country.

III. Include a multi-criteria search engine to the OPA software for an easy retrieval of forms.

ANNEX D: TRANSPORT AND FACILITATION OBSERVATORY CONCEPT NOTE (EXTRACTS)

Context for the establishment of a regional West Africa Transport and Facilitation Observatory

International transport, in particular the port sector and land transport (road and rail), hasn't escaped the radical changes that are affecting the economies of West African states. Nonetheless, the rehabilitation of transport infrastructure and the facilitation of international and regional trade remain a necessity for governments in order to realize the growth objective of their strategic development plans

Being landlocked introduces numerous constraints in regard to the commercial links with the transit countries. Excessive transit times and heavy and complex administrative and customs procedures have a negative impact on the overall efficiency of the transport system, which inevitably result in increased costs to consumers and a weakening of the vital supply systems to land locked countries.

Transport costs in Sub-Saharan Africa remains among the highest in the world. It has been established that it costs about 5 times more to transport a 20 ft container from the Port of Tema in Ghana to Ouagadougou (1,130 km), than to transport a similar container in the United States from Newark (New Jersey) to Chicago (1,030 km). It takes an unpredictable 13 to 22 days, compared to the highly predictable 5 days respectively to transport a container over the same distance.[6] Furthermore, the time required for a loaded truck to complete formalities for crossing the four borders on the Lagos-Abidjan corridor take five days, or more precisely 117 hours.[7]

In pursuit of regional integration and an economic and customs union in West Africa, ECOWAS and UEMOA have adopted several protocols and instruments to achieve the level of integration envisaged in regional policies and engagements. Despite these regional initiatives, major challenges to the free movement of goods, persons and services on key transit corridors persist. These include:

- Multiple road checkpoints, with associated delays, illicit payments and harassment along corridors

- High and unpredictable costs and delays in ports, along corridors, at border crossings and at inland terminals

- Corruption

- Non-tariff barriers, such as lack of harmonization, cumbersome procedures and multiple customs bonds

- Non respect of regional trade agreements, such as seasonal bans on imports and exports of certain commodities by some Member States of the sub-region

---

[6] "Tema–Ougadougou Transport and Logistics Costs Study," USAID West Africa Trade Hub 2010.

[7] Report 1, ALLTP-ALCO 2011.

- Poor implementation of axle load regulations

- Rapid road infrastructure deterioration

- Increasing risk linked to road safety and security

- Unfriendly business environment for trade and investment and poor or non-existing application of legislation in favor of the free movement of people and goods across the sub region

- High prevalence of HIV/AIDS among truckers and border resident populations

One way to address these challenges is to put in place observatories, which collect and share relevant, reliable and independent information regarding the performance of regional transport corridors in order to develop appropriate policies.

The collection and dissemination of this kind of data can feed into evidence-based policy making and policy implementation advocacy that exerts pressure on relevant government authorities to correct inefficiencies and mal-practices and to meet the goal of achieving free movement of people, goods, and services throughout West Africa.

Global objective

The goal of the RECs is to put in place a Regional Transport and Facilitation Observatory which will document the performance of the West Africa transport system and provide policy makers and economic operators with independent, relevant and reliable information related to the main trading corridors, ports, border crossings, inland terminals and other logistics platforms of all transport modes for the purpose of better policy decision making and implementation.

Specific objectives

More specifically, the objectives of the regional transport and facilitation observatory are to:

i)   Produce and disseminate relevant data and analysis to improve corridor performance in terms of trade and transport facilitation and the free movement of people and goods in West Africa;

ii)   Make information, such as procedures, fees, and required documents, available to stakeholders to facilitate international and regional trade;

iii) Support capacity-building for regional and national transport institutions and agencies for improving data collection, analysis and publication, and for the development and professionalization of the West African transport and logistics industry;

iv)   Support capacity building of uniformed services and other officials in best practices in trade and transport facilitation;

v)   Establish a monitoring and evaluation mechanism for the implementation of ECOWAS and UEMOA protocols on transport, trade and the free movement of persons and goods.

vi)   Support the performance of national and regional Facilitation and Corridor Management Agencies and Committees.

vii) Produce guides and directories and establish a web-based database for transport stakeholders in West Africa;

viii) Provide performance indicators and benchmarks that will encourage and assist non-performing corridors (Member States, Customs, Sea Ports, etc.) to improve operations in accordance with Regional and International policies and protocols.

Expected results

Data that the observatory could collect, analyze, and publish would relate to, but not necessarily be limited to, the following:

i) Performance data on all traffic modes (maritime, air, road & rail), including ports, inland terminals and other logistics platforms
ii) Indicators on costs, delays, and illicit payments
iii) International and regional transport, including agricultural value chains
iv) Formal and informal trade and transport
v) Costs and delays in ports, at border crossings and at inland terminals
vi) Traffic flows and volumes
vii) Costs and delays at axle weighing stations, scanning facilities and other controls points
viii) Traffic accidents
ix) Fleet composition and utilization
x) Transport input costs
xi) Road conditions
xii) Evaluation of innovative facilitation initiatives such as "Single windows" and Joint Border Posts

Collection, analysis, and dissemination

Data and information for the Observatory will be collected through a combination of direct field measurements and surveys; or sourced from government institutions and agencies as well as private sector operators willing to share their data. In particular the Observatory will, where possible and feasible, collect information directly from IT systems of partners such as ports and terminals.

The Observatory will endeavor to use innovative technology to make up-to-date information on key indicators that are important for decision-making available to private and public sector stakeholders.

The Observatory will also provide historical data in order to identify and document recent historical trends.

The work of the Observatory will be subject to widespread dissemination to all stakeholders and will be made available on the Observatory's Web site.

ANNEX E: TERMS OF REFERENCE OF THE STUDY

1. Introduction

USAID/West Africa's Mission level development goal is to support the emergence of a politically stable and economically prosperous West Africa. The Trade Hub and African Partner's Network Project's goals are to promote increased Regional Trade in Key Agricultural Commodities (Feed the Future, FtF) and to reduce poverty through value added exports (the Africa Competitiveness and Trade Expansion Initiative, ACTE)

The overall purpose of the Trade Hub Project is to increase Africa's share of world trade by increasing exports at a faster rate than the growth in overall trade, and by improving West Africa's international private sector competitiveness in targeted value chains other than extractive industries.

The project is designed to achieve two intermediate results 1) improving private sector capacity of the West Africa's farmers and firms by addressing constraints to targeted regional and global value chains; and 2) improving the business enabling environment by addressing economy-wide constraints such as the transport and trade barriers affecting the efficiency of the region's ports, corridors, and borders.

The project's major components are:

- Regional and Global Value Chain Development

- Improving the Trade and Transport Enabling Environment

- Access to Finance

- Capacity Building

- Communications

- Administration and Management, Including Grants Administration

At its heart, USAID/West Africa's Trade Hub Network is a capacity building effort that will entail working with several key groups of African Partners, a multi-donor funded Transport and Facilitation Observatory, Global Development Alliances with private sector companies, regional private sector associations, and finally with the Economic Community of West African States (ECOWAS) and the Economic and Monetary Union of West Africa (UEMOA). The project's focus will be to develop associations and regional alliances that can act independently from donor support and take on a greater leadership role in promoting reforms, attracting buyers and investors, and adopting improved practices.

2. Context for this Assignment

In April 2013, the West Africa Trade Hub (Trade Hub) officially handed over its activities related to the Road Governance initiative (OPA in French, for *Observatoire des Pratiques Anormales*) to its partner UEMOA. These activities included the coordination of data collection from focal points for formal, containerized traffic along eight West African corridors, the payment of the focal points, the analysis of collected data regarding bribes, controls, and delays, the writing of reports, the dissemination of results and analysis through print, internet, email, and dedicated events.

In 2012, USAID ATP (Agribusiness and Trade Promotion project) handed over its road governance data collection and analysis activities to CILSS (Permanent Interstates Committee for Drought Control in the Sahel). ATP was collecting data about non-containerized trade on five specific value chains.

In September 2011, ECOWAS and UEMOA, together with various donors and other stakeholders, agreed in principle to establish a West African Transport and Facilitation Observatory (the Observatory), that would monitor, benchmark, and disseminate transport and logistics information to private sector and civil society stakeholders in support of informed policies to remove barriers to trade and transportation. Several meetings have been held since then between the stakeholders to define the terms of reference of the Observatory and progress towards its implementation.

The Road Governance initiative has progressively expanded its scope, in terms of countries and corridors covered and type of data collected and analyzed. A plan has been defined to include progressively all ECOWAS countries and all major road transport corridors in the analysis.

The Borderless Alliance was launched in May 2011 as a private sector association aiming at facilitating transport and trade in West Africa by removing barriers to trade. One of its roles is to analyze data from the Observatory and to identify trade issues and advocate, recommend, and develop with national and regional authorities informed policies. The Borderless Alliance also organizes training and communication events to contribute to these objectives.

The Road Governance initiative (OPA) works in close partnership with national focal points, which are hosted by the shippers' council or the chamber of commerce in participating countries, and also with national coordinators, usually within Ministries in charge Transport. These organizations also have their own mandates regarding the facilitation of transport and trade in West Africa.

3. Objectives

The overall objective of this assignment is to assess the status and challenges of current road governance data collection efforts, develop a uniform data collection methodology and redefine optimal roles in order to re-launch the collection and analysis of road governance data.

The detailed objectives are:

a) Evaluate which of the former ATP and Trade Hub tasks are currently being handled by CILSS, UEMOA or other actors, and which of them are not,
b) Describe the methodology (and corresponding indicators) used by CILSS, and UEMOA, and propose harmonized methodology and indicators,
c) Determine the issues, blocking points, and constraints hindering the optimal completion of these tasks and dissemination of road governance data,
d) Define which are the countries/corridors currently covered by the initiative, what is the plan to include countries/corridors that are not covered yet, and to identify potential country/corridor specific issues that prevent a proper data collection and analysis,
e) Assess progress toward a Transportation and Facilitation Observatory,
f) Map the activities of various stakeholders (Borderless Alliance, focal points, national coordinators, relevant unions and associations, donors' projects, Regional Economic Communities, etc.) contributing to trade and transport facilitation,
g) Develop recommendations to the Trade Hub and African Partner's Network, and to other stakeholders in order to restart data collection and dissemination of more methodologically uniform road governance data and analysis and to progress towards the implementation of the Observatory.

4. Expected Results or Deliverables

a) List of tasks needed to complete the road governance data collection and analysis, and for each of them:
   - Person/ organization currently responsible for,
   - Potential issues in terms of timing, quality, communication,
   - If any issues: root causes /blocking points/ constraints,
b) Analyze the comparative strengths of each organization and propose a list of tasks to be assigned to the participating organizations (CILSS, UEMOA, Focal Points, Borderless Alliance) with estimated resource requirements to ensure effective road governance data collection and analysis,
c) List of recommendations to improve the road governance data collection and analysis and to progress towards the implementation of the Observatory, including feasibility and potential impact.

5. Methodology

In order to achieve these results, the Consultant will meet (face to face if possible) as many stakeholders as possible during the available timeframe in order to develop a comprehensive, well informed, and unbiased view of the current situation. The consultant should work with and be supported by a counterpart staff of CILSS and Borderless Alliance.

The consultant will develop the analysis and recommendations based on both a deep knowledge of the historical background of the initiative, and a thorough understanding of each stakeholder's specific interests and agenda.

Stakeholders to be interviewed will include: Trade Hub Network, CILSS, UEMOA, ECOWAS, ALCO, COFENABVI, Borderless Alliance, focal points, national coordinators, and cognizant representatives from the European Union, JICA, World Bank, and USAID/WA.

The Draft Report is to be submitted to the Trade Hub and forwarded to the major stakeholders for their comments. One month following submittal of the report, a 1-2 day workshop will be organized to formally present the report and adopt recommendations towards the effective harmonization of the methodologies and indicators for road governance data collection

6. Schedule and Level of Effort

Task	Date	LOE
Interviews in Ghana (incl. Trade Hub, Borderless Alliance, focal point, donors)	TBD	5 days
Interviews in Burkina Faso (incl. CILSS, UEMOA, COFENABVI, JICA, EU, focal point and national coordinator)	TBD	8 days
Interviews in other countries (ECOWAS, focal points, national coordinators, etc.)	TBD	11 days
Draft report writing	TBD	5 days
Wrap-up meeting and report amendment/ finalization	TBD	3 days
Participation in Workshop	TBD	3 days
Workshop Report	TBD	3 days
Total		**38 days**

7. Reporting Relationships

The Consultant will report to the Trade Hub Network's Chief of Party, the Inter-governmental Liaison, and the Trade and Transport Enabling Environment Lead.